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ABSTRACT

This collection of four articles focuses on the needs of and services for young adolescents in the after-school hours. In "Young Adolescents and Their Communities: A Shared Responsibility," William Kerewsky and Leah M. Lefstein discuss the physical, intellectual, emotional, and social development of young adolescents. Elliot A. Medrich, in "Time Use Outside School: Community Services and Facilities in the Lives of Young Adolescents," presents some of the results of a 1976 study of how 11- and 12-year-old children spend their after-school hours. Carol Frank's "Government Policies for Youth" offers a discussion of how federal youth policies, by concentrating on deviant behavior, have fostered the national preconception that only youth in severe trouble need--or deserve--public support. Frank cautions that the "new federalism" will have a lasting negative impact on youth programs at the federal, state, and local levels and suggests how youth advocates can meet this challenge. Finally, "Effective After-School Programs for Young Adolescents," by Leah M. Lefstein, tells of 16 outstanding programs offering youth such opportunities as community service, academic and cultural enrichment, recreation, health screening, job preparation, and more. A brief annotated listing of related materials is provided. (RH)

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by Leah M. Lefstein
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center for early adolescence

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# *Introduction*

What are young adolescents doing after school from 3:00 to 6:00 P.M.?

In most single-parent families and in growing numbers of dual-parent families, parents must work and cannot be home after school. Thus, increasingly, young adolescents are spending the after-school hours alone and unsupervised.

At the same time that the number of working parents is increasing, federal, state, and local governments are cutting back funds for libraries, recreation centers, schools, and other institutions that have traditionally provided after-school services. Regrettably, few parents are able to find well-supervised, low-cost programs that are accessible to young teenagers and that match activities to their particular interests and needs. As a result, great numbers of young people are being left aimless and uninvolved in their communities at a time in their lives typically characterized by high energy, a striving for self-definition, and a need to prove their personal competence in a variety of areas.

Most adults agree that children in primary grades need after-school supervision. However, families and communities are less certain about the after-school needs of young adolescents. The variable rates of physical, intellectual, and emotional growth experienced by young adolescents preclude simple and uniform solutions. Some 10- to 15-year-olds feel proud and competent that they are trusted to take care of themselves while their parents are at work. Others are uneasy, frightened, or angry because of constant overdoses of freedom and responsibility.

Young adolescents are also noted for their vulnerability to the influences of their environment, their peers, and adults. Consider the following alarming statistics:

- girls under 15 are the only group of women in this country for whom the birth rate is not declining,
- 7th grade boys in junior high schools are the most victimized students in our schools,

- 20-30% of 8th graders drink excessively,
- heavy drinkers among older adolescents report initiation to alcohol at age 12.

But young people are also vulnerable to positive influences, and, in particular, look to adults as role models and sources of affection and guidance. Environments that offer realistic expectations of youth, caring relationships with adults, and opportunities for constructive and enjoyable activities with peers will increase youths' vulnerability to the best in themselves, their peers, and adults. Their vulnerability to the worst is heightened in environments where there are few if any caring adults, where there are few opportunities for constructive activities, and where there is an overabundance of freedom and unstructured time. Unfortunately, this latter scenario describes the after-school hours for many young adolescents.

After-school care for young adolescents is on the verge of becoming a major public policy issue. Concern will increase as the numbers of working parents increase. The pressures on communities to provide after-school care and the sheer numbers of unsupervised young teenagers will intensify public apprehension. And, when the 3:00 to 6:00 P.M. issue is translated in people's minds into a safety issue—for the children and the public—apprehension will spill over into alarm and a call for public action.

We are in danger of creating a large population of youth at risk because of our inattention to them between the hours of 3:00 and 6:00 P.M. However, it is not mandatory that after-school care for young adolescents become a social crisis in order for us to act.

The Center for Early Adolescence is committed to bringing this crucial issue before the people who have an impact on the lives of young adolescents—public officials, legislators, community service personnel, clergy, educators, and parents. We are exploring ways in which community organizations can effectively respond to the special needs of young people and their families in the face of shrinking resources and the increased need for after-school and summer supervision. We are identifying effective out-of-school programs to help youth workers and other community members improve the services they provide young adolescents and their parents. And we are expanding our capacity to answer information

requests and to offer training in this area. *3:00 to 6:00 P.M.: Young Adolescents at Home and in the Community* is the first in a series of publications devoted to young adolescents in the after-school hours.

In "Young Adolescents and Their Communities: A Shared Responsibility," William Kerewsky and Leah M. Lefstein discuss the physical, intellectual, emotional, and social development of young adolescents. An understanding of these developmental characteristics is crucial to designing and evaluating effective after-school programs. Kerewsky and Lefstein also discuss what characterizes an effective after-school program. Finally, they call our attention to an issue that is all too frequently overlooked: wasted human potential. Young adolescents *need* community resources; they can also *be* community resources by putting their energies and talents to use in community service.

Elliott A. Medrich, in "Time Use Outside School: Community Services and Facilities in the Lives of Young Adolescents," presents some of the results of a 1976 study of how 11- and 12-year-old children spend their after-school hours. Contrary to popular opinion, Medrich and his colleagues found that young adolescents are enthusiastic users of services made available to them by local government agencies, a sadly ironic fact in light of current budget cutbacks.

Carol Frank's "Government Policies for Youth" offers an illuminating discussion of how federal youth policies, by concentrating on deviant behavior, have fostered the national preconception that only youth in severe trouble need—or deserve—public support. In addition, the way in which federal youth programs have been administered has tended to discourage the development of a consistent, broad, youth policy. Although changes were made in the 1970s to correct this lack of scope and consistency, Frank cautions that New Federalism will have a lasting negative impact on youth programs at the federal, state, and local levels. She suggests how youth advocates can meet this challenge.

"Effective After-School Programs for Young Adolescents" are described by Leah M. Lefstein in the final article. She tells of 16 outstanding programs offering youth such opportunities as community service, academic and cultural enrichment, recreation, health screening, job

preparation, and much more. By electing to attend the programs described by Lefstein, young adolescents have shown us that they value quality after-school programming. And service providers have shown us that, in diverse communities and with different funding bases, quality programs can be established for young adolescents from 3:00 to 6:00 P.M.

*Joan Lipsitz*
Director
Center for Early Adolescence

# *Young Adolescents and Their Communities: A Shared Responsibility*

*William Kerewsky and Leah M. Lefstein*

Young adolescents are a widely varied, highly vulnerable age group. Every boy and girl enters and completes puberty at a time and age determined by an internal clock that runs between the ages of 9½ and 17½ for boys, and 8 and 18 for girls.[1] The 10-year-old girl with rounded hips and full breasts is as normal as her flat-chested 15-year-old sister. The 13-year-old boy with facial hair and a deep voice is likewise as normal as his less hirsute, soprano contemporary.

Variety among 10- to 15-year-olds—young adolescents—is not confined solely to age at puberty and physical appearance. Socially, emotionally, and intellectually, this is an age group for which "normal" has many meanings, or sometimes seems to have no meaning at all. In early adolescence the spectrum of normalcy is broader and more diverse than at any other time of life. For this reason young adolescents present a special challenge to their communities, their families, and the people who work with them: teachers, health professionals, librarians, clergy, community service personnel, scout leaders—the list is long.

Ironically the community response to young adolescents has too often been to ignore their needs, less out of ill will than from a lack of understanding. A few organizations, agencies, and institutions are now struggling to overcome this gap by identifying programs and methods that are most effective with young adolescents and offering information and training to adults who work with young people. Through their efforts, these groups hope to

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create more widespread awareness of the characteristics and needs of young adolescents, thereby achieving better community programs for the age group.

This chapter addresses two questions most often asked about young adolescents: Who are they? and What works with the age group? A brief description of early adolescence reveals the unique vulnerability of this age group, particularly in the after-school hours. Once that vulnerability is understood, the necessary characteristics of after-school programs that serve the age group also become more apparent.

## *Young Adolescents: Who Are They?*

All adults have unforgettable memories of the wonderful and painful experiences of their early teens. At workshops sponsored by the Center for Early Adolescence of the University of North Carolina, adult participants are asked to recall three positive and three negative characteristics that describe them as young teenagers. Inevitably, the three negative memories are easier to recall; moreover, these unpleasant recollections are usually related to physical development. In every generation, every adolescent knows that something important is (or is not) happening, worries about developing too early or too late, and has an occasional sense of dismay at beholding a new adult physique at last.

Physical growth and change occur more rapidly in early adolescence than at any other time after infancy. Young adolescents, self-conscious and unnerved by change, find themselves with a new set of worries. They are concerned about clogged pores and body odor, about the way they look in glasses or braces, about whether their legs are too short or too long to look graceful as they endure a first dance or a first date. They may be anxious about the way they look in jeans, in bathing suits, in dress-up clothes. They may pale at the thought of standing out in a crowd because they do not look just like everyone else. Formerly simple activities become fraught with danger:

Everyone will notice the pimple on my nose!
What if I get my period at school?
Why do I bump into things all the time?

And grown-up privileges may also be disconcerting. Barbara and Phillip Newman cite one of the classic examples:

> Most adolescent boys . . . will use the slightest evidence of hairy outgrowth as an excuse to take razor in hand. The ritual of shaving not only provides some affirmation of the boy's masculinity, but it allows him an early outlet for his narcissism. While shaving, it is legitimate for the boy to gaze at and admire his changing image. Of course, adolescent problems with facial acne may serve to spoil the pleasure of this experience. Once again, in his attempt to assume an adult pose, the adolescent is reminded of his awkwardness and his incompleteness.[2]

The young adolescent's rapid physical development is rarely a smooth, serene progression from the child's body to that of an adult. Growth is uneven, occurring in spurts and plateaus that seldom seem in harmony with the physiques of the peer group or of the individual adolescent. It is in early adolescence that a once adorable nose may begin to seem aquiline and out of place on an otherwise still childish face; that arms and legs may seem awkwardly long in relation to the rest of the body; that an individual may feel self-consciously tall or short, buxom or flat, muscular or scrawny, in comparison with peers. The rate and sequence of adolescent growth often result in the sense of "awkwardness and incompleteness" that the Newmans describe.

Along with physical growth and the adolescent's need to adapt to bodily changes, many young people also experience changes in their ability to think and reason. Jean Piaget described this phenomenon as the shift from *concrete* to *formal operational* thinking skills.[3] Concrete thought is rooted in the young child's own experience. Before the onset of formal operational thinking, a child is unable to consider philosophical hypotheses, comprehend a poetic metaphor, or appreciate a mathematical theorem. These skills require the ability to think abstractly. In early adolescence some children become capable of thought colored by logical, abstract principles, beyond their own immediate perceptions and experience. Not all individuals develop this formal operational thinking ability, but those who do—about two-thirds of the general population—will experience the beginning of the transition to this more sophisticated mode of thinking in their early adolescent years.[4]

Changes in adolescent intellectual development bear some similarities to adolescent physical development in that young people do not all shift from concrete to formal operational thought at the same magical age, nor does the transition occur smoothly and continuously. A young adolescent may think abstractly about some ideas, concretely about others. When parents and teachers ask, "How can they be such babies one minute, and so grown-up the next?" they are merely describing the normal progression of adolescent cognitive development.

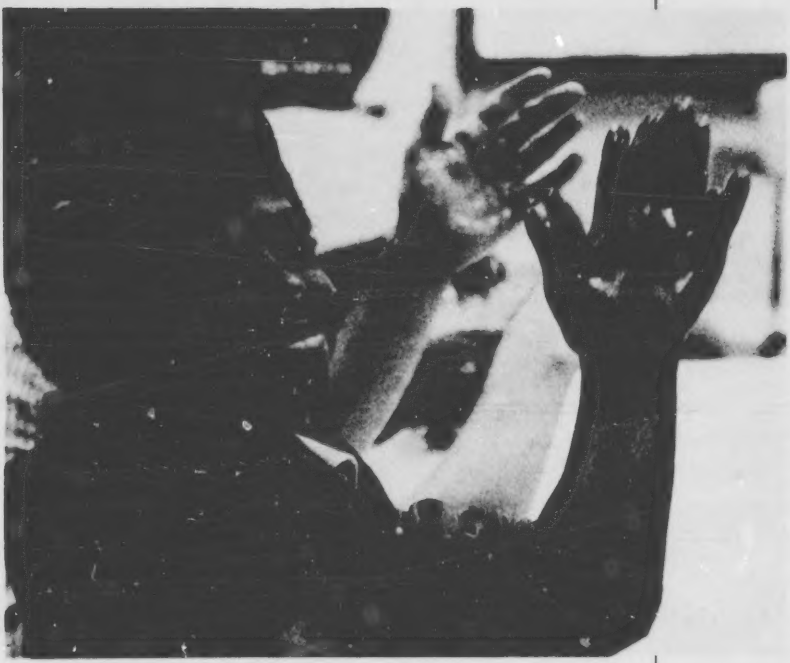
Early adolescence, then, is rather like a dance—a few steps forward, a few steps back. For adults and adolescents alike, it is a heady, sometimes baffling experience either to be a part of this complex choreography or to observe the performance. Consider the extraordinary phenomena of early adolescence: changing bodies, changing minds. It is no wonder that these events influence young people's ideas about who they are, not only within themselves but also in relation to the world around them.

> I think that I am a nice person. I'm not mean. I'm a Jesus believer, therefore I try not to do bad things. I'm the kind of girl that worries a lot, over everything. I'm a very sensitive girl. I'm very emotional. There are days that I get into funny moods. My moods change like the weather. One day I may be in a bad mood, the next a good mood, a funny mood, or a depressed mood. I care a lot about other people. I search to find myself. . . I think I'm an okay person.[5]

This 14-year-old's statement about herself reveals the exciting struggle to adapt to new modes of thought, reflection, and comprehension so typical in early adolescence. It shows the mood swings, the attempt to know oneself while finding a place in society.

Every young adolescent has moments of remarkable maturity, offset by inane juvenility; of incredible poise, counterbalanced by self-conscious awkwardness. Add to the unpredictable blend of child-adult in each individual the diversity of the age group itself and one can begin to understand the challenges and rewards that face young adolescents and the adults who work and live with them.

Young adolescents do not grow up in a vacuum. They change and mature in families, schools, and communities that must adapt to them even as they adapt to their sur-



roundings. Thus it is impossible to look at adolescent physical and intellectual changes without considering the rapid process of social and emotional development, as well.

The central figures in children's lives are parents, omnipotent and omniscient. In adolescence, parents remain an important source of continuity and stability, but friends and other adults also assume a significant role. Peer groups help young adolescents adapt to their environments, setting standards of dress, hairstyle, musical taste, and social behavior. What may appear to the casual adult observer as tyrannical peer group control is actually a supportive environment for young adolescents. As they begin to see themselves as separate, maturing individuals, their peer groups help them establish an identity apart from their parents' generation. On the other hand, as young adolescents expand their interests and relationships outside the family, they begin to seek out other adults who can serve as role models: teachers, doctors, clergy, youth workers, employers.

Many adults report that they made career decisions in early adolescence, often influenced by an admired adult.

It is important to note, however, that most adolescents do not really separate themselves from their parents' values; the separation occurs on the safer, more superficial level of tastes and interests. In one survey, for instance, most adolescent girls reported that their mothers were the most important persons in their lives. Even those who did not expressed the wistful wish that their mothers *could* play a greater part in their lives.[6]

Because they are changing so rapidly, young adolescents become preoccupied with self-evaluation. This self-consciousness has been described as the adolescent's "imaginary audience"; young adolescents are unable to understand that others are not nearly as concerned with their every action, every utterance, as they themselves are.[7] Inevitably this preoccupation with self heightens the sense of personal uniqueness that the adolescent acquires in developing toward a mature identity. It is not uncommon for young adolescents to translate that sense of being special into a sense of invulnerability: "I am immortal; I cannot die" or "I cannot get pregnant" or "I cannot become addicted to drugs." Another explanation for this assumption of omnipotence, which ironically makes the young adolescent more, rather than less, vulnerable, may lie in the young person's developing intellectual skills. Since development is usually not a serene, synchronous event, it is not at all unusual for a young adolescent with a fully matured body to be thinking more like a child than an adult. This phenomenon makes the ability to anticipate the logical consequences of one's action—the possible results of sexual intercourse without contraceptives, for instance—more difficult.

Because many young adolescents think at a very personal, experience-centered, concrete level at least part of the time, they may tend to measure their self-worth against their perceptions of their relationships with their surroundings. From time to time, but not consistently, they will make generalizations from these experiences, especially as they begin to learn to test hypotheses, to think logically and abstractly. In early adolescence, however, it is not always easy to understand the meanings and relationships that underlie experience—which may also help to account for adolescents' self-conscious-

ness, as well as their agitation when a plan has not worked out or an expectation has not been met. And "the process of self-evaluation," the Newmans remind us, is "complicated because the peer group joins the adult world as a source of criticism as well as approval."

> The issues of conformity and need for approval . . . feed into the evaluation process. The child's athletic skills, intellectual abilities, and artistic talents are no longer matters to which only teachers and parents respond. Peers also identify each other's skills and begin to generate profiles of one another. "Oh Bob is good in math, but he runs like a girl." "Jane is kind of fat, but she writes good stories." "I like Lisa best because she's good at everything."[8]

One problem that young adolescents run into while assessing their own abilities and the talents of others is that they lack the actual experience needed to test many of their assumptions. In simpler times the task was made easier by the concreteness of the child's participation in the larger, adult world. One could measure, visually, the amount of hay brought in; one could see the numbers of cartons of stock dwindle as cans were put on the store shelves; one could watch the supply of jams and jellies fill the larder. A boy knew that his newly developed muscles were appreciated when his arms and back were used in the support of the family. His sister fulfilled expected roles in the family at an early age, and she too knew that her growing maturity was valued. Similarly, modern researchers have observed that the transition from childhood to adolescence is probably a smoother and more continuous process when young adolescents have opportunities to prove their worth to themselves and others. Diana Baumrind comments that "when the onset of accelerated physical change also signals entry into the world of adult responsibilities, the 'storm and stress' of the adolescent crisis is largely circumvented." She adds that the adolescent in today's Western society plays a different role:

> The adolescent . . . is in limbo between the literal, safe reality of childhood and the intransigent, indeterminate reality of adult commitment. Liberated from the literal reality to which he was confined as a child but not yet constrained by the realities of adult commitment to work and love relations, the adolescent is omnipotent in imagination yet relatively impotent in action . . . The adolescent newly awakened to the imperfection and hypocrisy of the adult world rejects and criticizes this world with freedom born of nonengagement and noncommitment.[9]

The modern adolescent's freedom, in short, can sometimes seem more like a prison. Our society has recognized the importance of giving young people ample time to mature, but in doing so it has sometimes underestimated an important ingredient in growing up: the challenge of real life. Today's youth too often must be content with only the idea of growth—and this, ironically enough, at a stage of life when they may not handle abstractions easily. They are in a holding pattern, willing but not yet able, or able but not yet allowed, as they try to determine their place in the world around them. They live in cities with laws that protect them from jobs, or in suburbs that have made little or no provision for the labor and transportation needs that accompany their budding need for autonomy.

Autonomy is a crucial issue for this age group, for both adults and young adolescents need to achieve a happy compromise between close supervision and unbridled freedom. Though young adolescents are maturing physically, intellectually, socially, and emotionally, they still have many of the same needs as their younger brothers and sisters. They seek guidance, even as they demand the freedom to explore their changing surroundings. Adults in turn must still set safe boundaries for them, but they must also allow young people the freedom to cope and even err within those boundaries. Accommodating this need for a *degree* of autonomy is but one of the special tasks that face adults who work with young adolescents. It requires both sensitivity and skill to understand the developmental needs of early adolescence and to know how to accommodate tasks and activities to those capabilities.

## *Planning Programs for Young Adolescents: What Works?*

Many adults who work with young adolescents are caught off guard, unprepared for the complexity and diversity of an age group rooted in childhood, yet reaching for adulthood. Just as young adolescents grow and change at different rates, some continuously and serenely, others tumultuously and fitfully, their needs vary from day to day, from individual to individual.

Since few professional training programs teach librarians, health professionals, clergy, recreation specialists, and even teachers, to work appropriately with young adolescents, many youth-service professionals are more at ease working with younger children or older adolescents than with mercurial 10- to 15-year-olds. But precisely because of the dramatic changes that occur in their personal appearance, their intellectual capabilities, and their social and emotional behavior, young adolescents have needs that deserve special attention from professionals and institutions.

While the task of working with rapidly changing, highly variable young people may seem insurmountably awesome, in truth many individuals and institutions have been very successful in working with the young adolescent age group. In the Center for Early Adolescence's *Middle Grades Assessment Program* Gayle Dorman and Joan Lipsitz cite the seven important features found in schools and educators that respond well to the developmental needs of the age group.[10] A subsequent Center study, in which a research team sought out highly successful after-school youth programs, found evidence of the same important qualities in out-of-school activities and youth workers as well. The following characteristics are cited as having special impact and significance in the lives of young adolescents.

(1) *Diversity.* Because young adolescents are growing and changing at varying rates, what is an appropriate activity for one young person may be wholly inappropriate for another. As a result, adults who work with this age group need to provide a wide variety of experiences: volunteer opportunities, recreation, academic enrichment, child care—the possibilities are endless. Young adolescents' need for after-school child care is a particularly good example of their diversity of interests. Some may need care, some may be able to provide care: and who needs care and who is able to provide care may vary from day to day! The same children will need different experiences at different times.

(2) *Self-exploration and definition.* Rapidly changing bodies and minds require time to absorb new ways of thinking, new mirrored reflections, and new

reactions from others. To accommodate the new selves that they are becoming, young adolescents need chances to consider themselves and their relationships. They need time to find a friend and share a secret, or to have a good talk with an adult. They also need time to comprehend what lies beyond the rather narrow boundaries of childhood, outside the family, school, and immediate neighborhood. Adults can respond to the need for self-exploration by providing varied opportunities for young people to see themselves in relation to their expanding world, whether as cookie-bakers or gardeners, storytellers or woodworkers. Museums, zoos, department stores, factories—many places adults take for granted can offer young teenagers a new window on life. In addition to allowing opportunities to explore, adults should give young adolescents time to reflect upon the meaning of these new experiences so that they can begin to consider themselves not just observers, but participants in society.

(3) *Meaningful participation.* Young adolescents need to participate in the activities that shape their lives. As they develop a mature appearance and more sophisticated social and intellectual skills, they want opportunities to use their new talents. And by learning that their actions can affect the world around them, and that they can live up to expectations, they gain a sense of responsibility. Many young people find ways on their own to demonstrate their ability to take responsibility seriously and their desire to serve others: the nation's babysitters and hospital candystripers, for instance, are primarily young adolescents. But in general young adolescents' need for meaningful participation—and their capabilities—have been underestimated:

> Youth has been described as the preparation for the next stage in the human life cycle. I would like to argue that youth should have its own validity and that there are things about it that deserve their own recognition. Maybe young people aren't very important in the marketplace, but maybe they do bring social benefit to the larger society in a way that validates their role.[11]

Adults can help young adolescents adapt to this "larger society" by offering them responsibilities

commensurate with their experience and skill. Professionals who enjoy this age group have found that successful activities are planned *with*, not *for*, young adolescents. They have learned to adapt responsibilities to the short-term attention span characteristic of early adolescence, and yet to select varied tasks that enlist diverse interests and abilities. As more adults learn to understand and believe in the untapped resources of young adolescents, young people and society will both benefit.

(4) *Positive interaction with peers and adults.* Young adolescents' parents and families remain of primary importance in setting values and giving affection. Their peers offer needed support and criticism. In addition, other adults, from the best-loved teacher or television star to the neighbor or corner shopkeeper, all have an effect on the lives of these young people, who are so eager to understand the possibilities of adulthood. Adults who work well with young adolescents find that this opportunity to help shape the next generation through deed and example is invigorating. They are willing to share their own experiences with young people who are themselves searching and reflecting upon the meaning of experience. They are not intimidated by questions or challenges from an age group that is learning to test ideas and think hypothetically, nor do they hesitate to admit that they do not have all the answers. Adults who enjoy working with young adolescents also understand and encourage them to develop positive relationships with peers, giving them time to work in groups, pairs, or teams to accomplish a definite goal.

(5) *Physical activity.* Young adolescents' spurts of boundless energy are as well known as their periods of dreamy lethargy. They need time to stretch, wiggle, and exercise rapidly growing bodies; they also need time to relax and adjust to the vicissitudes of growth. Children at this age need the opportunity to move when their muscles and minds crave motion. When the slack periods come, they also need time to read or reflect. Adults who work with young adolescents need to remember the diversity in

strength, dexterity, and size of this age group. Ball games, intramural activities, a run around the block, or organized sports may all be necessary to meet the needs of different individuals. Intensely competitive physical activity, however, often places an unnecessary burden on late-bloomers, who may feel personal and social pressure to be as big, as strong, or as well-developed as their peers. The high-powered basketball team with its shapely young teenage cheerleaders is potentially a disservice to those who cannot participate, as well as to those who can. For the admired early bloomer, conforming to the sexual stereotype of sports hero or beauty queen may foreclose other opportunities for social and intellectual development. And for the youngster whose development, though entirely normal, is a bit slower than that of the peer group, competition that relies solely upon the luck of an internal physical time clock is unfair and potentially harmful to the individual's sense of self-worth.

(6) *Competence and achievement.* Because young people experience extraordinary self-consciousness about their own new selves and the attitudes of others toward them, it is easy to understand their overwhelming desire to do something well and to receive admiration for achievement. Every community has many ways for its adults to prove their competence; the same spirit of opportunity should be extended to young people too. Those who work with young adolescents can help them adjust to changing self-esteem and self-doubt by providing activities that are geared to success within their limits. Young people hunger for chances to prove themselves, especially in ways that are rewarding if all goes well and are not devastating if there are some disappointments. Young adolescents need to know that what they do is valued by others. A feeling of competence can come from as simple an activity as a sandlot game with pick-up players or as complex an enterprise as a chair in the community orchestra. Young people who serve as volunteers in local nursing homes, day-care centers, or libraries can be rewarded with certificates of achievement

and an article in the local newspaper. Shopping malls and merchants' organizations can offer opportunities for young people to exhibit and sell their handiwork, to sponsor bake sales, or to give musical performances for shoppers. Without the opportunity to show what they can do, young people are left only with evidence of what they cannot do—and their already fragile self-esteem needs no reminders of incompetence.

(7) *Structure and clear limits.* Young adolescents live in a society of rules, and they want to know and understand their own limits within that system. Clear expectations are important to everyone who wants to behave responsibly, but they are crucial to unsure, self-critical young adolescents. Their search for security in a world of conflicting demands is helped by explicit boundaries that define the areas in which they may legitimately seek freedom to explore. They see a family, school, or community that has clearly defined expectations and fair rules as one that cares. They differ from younger children, though, in that their newly developing world view, their perception of themselves in relation to others, makes them more capable of participating with adults in framing their own rules and limits. Thus it is important that they have an appropriate role in discussing and forming the rules that they are expected to live by.

## *How Can Communities and Young Adolescents Help Each Other?*

Young adolescents' need to have an impact on their own environment is so great that without positive opportunities to use their new skills, they may become community nuisances or worse. While many cities and towns are engaged in communal handwringing about teenage vandalism and shoplifting, others have recognized young people's needs for positive community participation and responded with public commitment to innovative solutions.

In Columbia, Maryland, for example, eighth-grade students are encouraged to apply for volunteer jobs in local businesses, schools, and public service projects.

Stuart Vandiviere, Photographer

There is no salary for the time they put in, but the students fully support the program, which is administered by their school's teachers and the local government, with the cooperation of merchants in an area shopping center. Local merchants genuinely appreciate the help they get, and they look forward to meeting a new crop of volunteers each nine-week school quarter and during the summer. The boys and girls assist in the supermarket by stocking shelves and pricing food. They help make pizza and give shampoos. They feed the animals in the pet store and water the plants at the flower shop. They unload fish at the market and display them on freshly crushed mounds of ice. In public service jobs, young people work with the orthopedically handicapped and assist in organizing the Special Olympics. Several students have become "lunchtime friends" to mentally retarded high-school students, acting as companions during the lunch hour and hosting them at the middle school. Students have also taken over many in-school tasks for which adult staff is increasingly unavailable,

including lunchroom supervision, hallway monitoring, and teacher assistance.

As a result of their work, these students know that they are a part of, rather than apart from, their community. They gain experience that will enhance future job opportunities. They begin to take a lively personal interest in the success of local businesses and civic projects. They learn what it is like to have to do some tasks that become routine and boring, and they begin to empathize with their "employers." They also begin to assess the scope of the contributions they might make in the community, and to think of preparing for careers. Further, the businesspeople have noticed a decline in vandalism in their shopping center. The students now feel responsible for the stores' success and respect the proprietors—who in turn have learned a new respect for their young "employees." In appreciation of their efforts, merchants awarded local swimming passes to the student volunteers.

Arrangements like this, where young people help merchants, who in turn purchase recreational opportunities for their youthful helpers, may represent a future national trend. In the past such community institutions as public swimming pools were cost-free to the young. Now, in ever-growing numbers, communities require fees for use. Adults and adolescents may find that cooperative volunteer ventures are a lasting answer to the long-range cutbacks in youth services and facilities that other authors in this volume have predicted. The young volunteer workers will find plenty to do and learn; the adult volunteer employers will make an investment in the future prosperity of local businesses and civic development.

Clearly, in a time of economic austerity, no one group can expect special treatment from communities that are suffering from budget cuts and other fiscal constraints. Many communities that formerly made a conscientious effort to provide after-school services for young adolescents, including recreation centers, libraries, parks, and community school programs, now face funding losses that seriously threaten even the most basic operations. And whatever the success of individual community efforts, there has been little general consensus in public policy about the character and objectives of community services

for young adolescents; arguments in defense of these services are often not well organized. At a time when even our most accepted public resources for the young, such as libraries and recreation programs, are in greater economic jeopardy than ever before, many of these services are being reevaluated and their importance to clientele reassessed. The number of users and the popularity of the service rendered have become significant criteria in determining an institution's worth to its community—and its future funding.

But it is important to examine the value of community institutions not only in terms of the number of clientele but also for the appropriateness and quality of the service provided. If few young adolescents visit the public library after school, for instance, does that mean that the community can afford to do without young adult library services during the late afternoon? Or is it that the young adolescents are staying away from the library for another reason—such as lack of transportation, an uninspiring collection, or an inhospitable atmosphere that overlooks their needs?

Today most communities cannot look forward to new youth services—new libraries, new recreation centers, or new staff to design new programs for young people. They can, however, look for new cost-saving ways to involve young people in the community, and they can look for cost-free ways for adults and young people to interact. They can effectively spend municipal dollars on programs that work, by planning programs that attract young adolescents and appeal to their interests and needs.

The seven successful characteristics of responsive schools and programs are founded on respect for young people, understanding of their needs and capabilities, and commitment to working with them as they make their way into adulthood. The volunteer job program in Columbia is an example of how a business, school, and community responded to the needs of the young, showing that adults and young adolescents can work together in ways that reward both the individuals and the community. Given encouragement and opportunities, adolescents will serve their communities willingly and well.

Schools, libraries, businesses, and religious institutions in any community can offer academic enrichment for

young adolescents, just by sharing interests, talents, hobbies, and knowledge with them. Local artists can help young people develop their creative expression. Sports programs, both formal and informal, can be sponsored by adults who know when to facilitate and when to participate. Local organizations of all kinds can share their recreational and civic interests with young people, whose short-term enthusiasms are often boundless. Stamp clubs, hiking and conservation groups, and political organizations can all make room for willing youngsters. Given a voice in the media, they can write and publish poetry and stories, as well as provide entertainment, forums, and an audience for local cable channels. They can visit and do chores for their elders and care for the community's younger children in both traditional and unconventional arrangements. And they can draw pride and strength from their achievements.

Schools, libraries, churches and synagogues, businesses, families—all can explore ways, both separately and in collaboration, to help their communities remember young adolescents, who have too often been a neglected age group. Once the needs of these young people are acknowledged and understood, communities can examine how their young adolescents spend the after-school as well as the in-school hours. Caring communities and knowledgeable professionals can help to shape a future generation of caring adults.

## Notes

[1]J. M. Tanner, *Foetus into Man* (Cambridge: Harvard University Press, 1978), p. 62.

[2]Barbara Newman and Phillip Newman, *Development through Life: A Psychosocial Approach* (Homewood, Ill.: Dorsey Press, 1975), p. 189.

[3]Mary Ann Spencer Pulaski, *Understanding Piaget: An Introduction to Children's Cognitive Development* (New York: Harper and Row, 1971), p. 27.

[4]John P. Hill, *Understanding Early Adolescence: A Framework* (Chapel Hill: Center for Early Adolescence, 1980), p. 20.

[5]Self-assessment of a 14-year-old girl, quoted in B. B. Sommer, *Puberty and Adolescence* (New York: Oxford University Press, 1978), p. 51.

[6]Gisela Konopka, *Young Girls: A Portrait of Adolescence* (Englewood Cliffs, N.J.: Prentice-Hall, 1976), p. 64.

[7]David Elkind, "Egocentrism in Adolescence," *Child Development* 38 (1967), 1029–30.

[8]Barbara M. Newman and Phillip R. Newman, *Development Through Life: A Psychosocial Approach*, rev. ed. (Homewood, Ill.: Dorsey Press, 1979), p. 230.

[9]Diana Baumrind, "Early Socialization and Adolescent Competence," in *Adolescence in the Life Cycle*, ed. Sigmund E. Dragastin and Glen H. Elder, Jr. (Washington: Hemisphere, 1975), p. 118.

[10]Gayle Dorman and Joan Lipsitz, "Early Adolescent Development," in *Middle Grades Assessment Program: User's Manual* (Chapel Hill: Center for Early Adolescence, 1981), pp. 6–8.

[11]Alfred J. Kahn, "Youth: Stage or Problem?" in *The Turbulent Years*, ed. John Scanlon (New York: Academy for Educational Development, Inc., 1980), p. 54.

# *Time Use Outside School: Community Services and Facilities in the Lives of Young Adolescents*

*Elliott A. Medrich*

Though popular images might lead us to believe that the average 12-year-old sits catatonic in front of the television set at home from the moment school lets out until bedtime, that is rarely the case. In fact most young adolescents spend a fair amount of time using services made available to them by local government agencies. For generations communities large and small have provided a great range of services and facilities outside school for young people. Libraries and parks, not to mention an impressive array of recreation programs, after-school groups, clubs, and other organized activities, are very much a part of the package of activities provided for the young by municipalities. These services represent only a small part of the public sector's investment in the young, but many children would find a considerable void in their daily lives if such opportunities were foreclosed.

After-school services have a long and venerable, if somewhat controversial, history. In the late 1800s, philanthropists and settlement house workers established a wide variety of recreational and related delinquency-prevention programs designed to ameliorate the consequences of poverty and substandard living conditions that were common particularly in urban immigrant neighborhoods. By the early decades of the twentieth century, some of these programs had been taken over by municipal government agencies, and philanthropic sources of support gradually diminished.

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Public schools began to provide after-school activities; other public agencies built significant libraries, parks, and recreation programs. By the time of the Depression, cities around the country had recognized a clear responsibility to provide adult-supervised services for the young outside school.

After-school children's services became a more central concern to local governments during the "baby boom" era after World War II. But although municipalities have spent increasing amounts of money on after-school services, it is interesting to note that the kinds of activities offered have changed relatively little since the Depression years. Until recently, more than $1.5 billion, or about 2 percent of municipal government budgets, had been allocated for after-school services and facilities. It is estimated that private, philanthropic, church, and quasi-public agencies have spent even more on after-school programs. Today, as we shall see, communities are having to question this commitment as they struggle to balance budgets and renegotiate service priorities in response to fiscal constraints.

## *Needs and Objectives of Children's Services*

After-school services fill many needs simultaneously—needs of child clients, needs of parents, and needs of those who provide the services. Each actor has a different agenda, and each perspective is important to understanding the place these services hold in family life and in children's daily lives. Providers of children's services generally speak of two types of objectives, those related to *development* and those related to *socialization*. The developmental objectives are built around the notion that children have a good deal of free time that could be used to sharpen cognitive, creative, and physical skills. These developmental objectives are generally similar to the broader educational goals adopted by community school systems, but there is one basic difference: children participate in after-school activities on a thoroughly voluntary, noncompulsory basis. To meet objectives for socialization, children's

services provide many activities designed to teach cooperation, "desirable" social skills and values, and self-discipline; that is, to promote certain norms that are thought to "build character."

Despite their concern with weighty social and developmental issues, children's service agencies have recognized that organized activities should and can be fun. Young adolescents are not likely to use facilities or participate in programs sponsored by local government agencies unless they enjoy themselves. If the activities fail to appeal, few of the supposedly important social and developmental objectives can be achieved. After-school services must, after all, compete for children's attention with flashier, commercial alternatives. And since participation in after-school programs is purely voluntary, children can "vote with their feet" and simply abandon activities that are not to their liking.

Adults have long supported the provision of after-school opportunities for children and adolescents. To many parents these activities represent safe, supervised, and (it is hoped) interesting alternatives to other types of time use after school. For example, while conducting a comprehensive survey of children's use of out-of-school time in Oakland, California, my colleagues and I asked parents what they thought about such services. More than 75 percent felt that they were valuable and important for children's growth and development. (As for the children themselves, the vast majority of our preadolescent respondents said they found after-school activities entertaining and enjoyable.)

Children's services, then, are designed around innumerable objectives, some clearly articulated, others less so. Services respond to children who are looking for interesting things to do; to parents looking for supervised and educational opportunities that will also keep children safe and out of trouble; and to service providers and politicians, some concerned with children's development, others hoping for social peace. Unfortunately, though these perspectives may seem even more compelling now than they were generations ago, they apparently fail to carry the same degree of social urgency in the present era of fiscal austerity.

## *The Place of Community Services and Facilities in the Lives of Young Adolescents*

The Children's Time Study mentioned above was a project designed to investigate just how important after-school and summer municipal services really are to children and their families. Most of the information reported in the following pages is drawn from that study, a survey of youth and youth services in Oakland (population 333,000) in the mid-1970s, which included interviews with 764 sixth-grade children (aged 11 and 12) and their parents. The respondents were carefully selected to represent all school attendance districts in the city. During the interviews, which were conducted in the spring of 1976, children were asked both closed and open-ended questions about how they spent their after-school hours. Parents were asked to complete a questionnaire that provided information on family demography, parental goals for children's social development, and family childrearing practices that affect how children spend time when not in school. Even a cursory review of the evidence resulting from this survey shows that municipal services and facilities are a very valuable resource for young people.

Our Time Study research distinguished five basic ways that young adolescents spend their time, virtually every day, in the after-school hours (table 1). These time-use categories are not necessarily mutually exclusive; they simply represent different dimensions of daily life. Three of the five—television, chores, and organized activities—are concerned with specific activities. The other two categories—children's time use when acting on their

**Table 1.** Time Use among Young Adolescents (aged 11–12) in Oakland.

| Type of Activity | Time Spent (Averages) |
|---|---|
| Television viewing | 3–4 hours / day |
| Activities "on their own" (alone or with friends; no significant adult supervision or involvement) | 2–3 hours / day |
| Activities with parents | less than 1.5 hours / day |
| In-home and out-of-home chores, jobs, responsibilities | less than 1 hour / day |
| Participation in organized activities (recreational and cultural programs supervised by adults) | 4–5 hours / week (meet 1 or 2 days / week) |

own and with their parents—encompass a much broader range of experiences.

In all, the after-school day involves approximately a seven-hour period, from roughly 3:00 P.M. until bedtime, around 10:00 or 10:30 P.M. Television time clearly predominates, but it is worth emphasizing here that more than half of the average young adolescent's after-school time is spent at other occupations, either on his own or with family. Organized recreational activities for the most part take away from children's time on their own, but the amount of time involved is relatively small.

In this chapter we are primarily concerned with the second and fifth types of time use mentioned in table 1: children's activities on their own and in organized programs. These two types of time use bring young adolescents into contact with public institutions. They participate in organized activities provided by municipal government agencies, primarily at public facilities like schools, parks, fields, libraries, recreation centers, and museums. They also use those same public facilities at other times, when there is no adult-directed instruction taking place and, perhaps, no adult supervision at all.

## *Participation in Organized Activities*

In our Oakland survey we asked the children a variety of questions concerning participation in organized activities sponsored by local government agencies and other formal organizations. Our findings identified three types of children:

(1) Children heavily committed to intensive, organized after-school "careers"; e.g., gifted athletes or musicians, whose lives center around developing their talents. Also in this group are some less devoted, somewhat reluctant children who have been pushed into a whirlwind of activities by over-zealous parents. These heavy participants are a very small minority among the children in our survey population.

(2) Children who participate in virtually no organized activities. Some choose not to participate. More commonly, however, circumstances limit the opportunities to participate. Roughly 20 percent of the 11- and 12-year-olds in our survey were nonparticipants.

**Table 2.** Participation in Organized Activities During the School Year, Oakland. 1976.

| Type of Activity | All Children (%) | Children with no adult at home after school (%) | Family Income[1] | | | Boys (%) | Girls (%) |
|---|---|---|---|---|---|---|---|
| | | | Low (%) | Middle (%) | High (%) | | |
| All groups, lessons, and after-school programs | 79.2 | 81.2 | 79.7 | 72.7 | 85.9 | 83.7 | 74.9 |
| All lessons | 53.0 | 52.2 | 51.6 | 49.5 | 63.3 | 51.3 | 54.6 |
| Sports activities | 58.1 | 60.5 | 61.9 | 52.3 | 57.0 | 71.3 | 46.8 |
| Fine arts activities[2] | 28.4 | 31.2 | 25.8 | 24.1 | 45.3 | 21.3 | 35.1 |
| Music lessons | 8.5 | 11.2 | 3.7 | 6.5 | 27.3 | 8.5 | 8.5 |
| Church-related activities[3] | 20.7 | 17.8 | 19.7 | 20.4 | 21.3 | 19.3 | 22.1 |

[1]Low = less than $10,000 / year
Middle = $10,000–$20,000 / year
High = more than $20,000 / year
[2]Includes music, arts, crafts, dance, and drama.
[3]Does not include regular church services.
Source: Children's Time Study, Oakland Survey (1976).

(3) Children who are regular, but occasional, participants in organized activities. This middle category included the vast majority of our sample: 80 percent participated in at least one regular activity during the school year; the average was 2.6 regular activities over the course of the year.

These activities seldom appear to create problems of sacrificing or budgeting time. Most children are involved in activities one or two afternoons a week after school. These are distinct episodes set off from the general after-school daytime pattern of watching television and playing informally, outdoors or indoors, with friends or alone.

Table 2 illustrates our respondents' levels of participation in different categories of community-sponsored organized activity (each category summarizes involvement in several groups, lessons, classes, and clubs). It is interesting that the total amount of participation is roughly equal among boys and girls and across income groups. At the same time, levels of participation in *particular* activities are strikingly different for boys and girls (sports activities, for instance) and for children from different income groups (fine arts activities). To understand some of these differences we must examine the preconditions that influence children's participation in organized activities.

A first set of preconditions concerns the role of parents. Table 3 analyzes the answers to five of our survey questions that were designed to measure different parental attitudes and actions in relation to organized activities. The scale ranges from general approval of the idea of organized activities to actual volunteer work in a program. As the figure shows, there is a strong consensus among mothers of all socioeconomic backgrounds that these programs are valuable—a fact that should not be lost on those service providers who may need to identify and politicize their constituencies in order to defend against future budget cuts.

Family time management is another key element influencing young adolescents' after-school participation patterns. Though one might think that children who are otherwise at home alone after school would participate in organized activities more often than those with an adult in the house, this is not the case. Table 2 shows

that participation levels are not notably higher for those who have no adult supervision at home in the afternoon. At first glance this finding might be taken as evidence that working parents do not see recreational and cultural activities as important child-care alternatives: one might have expected that these programs would be used more heavily by families who need to fill blocks of unsupervised time than by others. The more accurate conclusion, however, is that overall participation is very high for *all* kinds of families—so high, in fact, that it would be hard to assign a single explanation to any of the slight differences in participation from group to group. Family time management involves many factors in addition to parents' work schedules. The personal preferences of both adults and children, ideals of childrearing, and parents' education, income, and available transportation, to mention only a few variables, may all affect a family's priorities for time use. (Some of these factors, or others, may have contributed to the greater differences from group to

Table 3. Mothers' Approval and Facilitation of Organized Activities, Oakland, 1976 (N = 764).

| Response | All Mothers (%) | Family Income[1] | | | p |
|---|---|---|---|---|---|
| | | Low (%) | Middle (%) | High (%) | |
| Agree: organized after-school activities are an important part of any child's education | 75.4 | 78.1 | 76.2 | 66.3 | N.S. |
| Registered child for at least one after-school activity this year | 39.7 | 37.2 | 38.4 | 52.8 | <.001 |
| Drove child regularly to at least one organized activity this year | 21.5 | 10.3 | 27.3 | 44.0 | <.001 |
| Has actively sought organized programs for child to join | 47.3 | 41.1 | 54.2 | 57.5 | <.005 |
| Volunteered in at least one organized activity for children in past year | 33.9 | 26.9 | 37.2 | 49.5 | <.001 |

[1]Low = less than $10,000 / year
Middle = $10,000–$20,000 / year
High = more than $20,000 / year
Source: Children's Time Study, Oakland Survey (1976).

group in participation in specific kinds of programs, which are also illustrated in table 2.)

Further, young people themselves influence the activity participation process. As noted above, most young adolescents cannot easily be placed in a supervised setting without regard to their own interests. (Only 26 percent of our respondents took part in activities that they said were "their parents' idea.") Some parents might want their children to engage in more activities, but most understand that this kind of time use is largely discretionary. But given that the child must want to participate and given the costs (in time and sometimes in money) and general level of availability, it does not seem surprising that the average child takes part in an organized activity only one or two days per week. To participate every day would be the equivalent of a full-time working mother going out to an evening meeting every night. Considering this liberty of choice, it is noteworthy that among the young adolescents we surveyed, those who wanted more opportunities to participate were mostly those who by circumstance, not by choice, had the least chance of doing so.

Although organized activities do not fill a great deal of available after-school time, they still play a critical role in the lives of children from families with working mothers. At the very least they provide the child with one or two afternoons per week away from the house, safe and supervised, doing something stimulating and entertaining. Whereas full-time supervision may be unnecessary for many young adolescents, they value variation from an unstructured routine very highly, according to the working parents we surveyed.

Many parents seem to work fairly hard trying to facilitate their children's participation in organized activities. In some respects, mothers employed full-time are working even harder than nonworking mothers to attain the same level of participation. Our data show that working mothers manage to accomplish roughly the same amount of driving, information gathering, registering, and volunteering, even though to do so they must allocate a larger proportion of their available time. They have fewer hours in which to perform these tasks, since in most homes, as various studies have shown, the burden of housework is not equally shared. Also, they face more

scheduling problems and have fewer options than the housewife or nonemployed parent as to when and in what ways they can aid their children's participation in organized activities.

In children's activities that require the greatest parental involvement, families of relatively high socioeconomic status tend to predominate. This is not surprising for a number of reasons. When there are fees, these parents can afford them with little or no trouble. Similarly their generally high level of education yields several advantages: they may have more information about programs, more skill in dealing with red tape (registration and the like), more in common with the service providers, and more experience in working with organized programs. Moreover, they are more likely to have business or professional careers with flexible hours that allow time to accompany children to activities—and are also more likely to have a car available. In circumstances where the child's eligibility to participate depends on the parents' willingness to *act* as well as support the program in principle, a natural advantage obviously accrues to children whose parents are freest to act as agents on their behalf.

The data in our Oakland study clearly show that children from all income levels are involved in after-school activities to a surprisingly high degree (table 4).

**Table 4.** Participation in After-School Activities During the School Year, Oakland, 1976: Sponsoring Agency and Fee Structure (N = 764).

| | All Children (%) | Family Income[1] | | | |
|---|---|---|---|---|---|
| | | Low (%) | Middle (%) | High (%) | *p* |
| Public lessons and groups[2] | 58.9 | 64.5 | 50.4 | 56.4 | <.05 |
| Private lessons and groups[3] | 38.1 | 33.5 | 38.4 | 52.5 | <.005 |
| Free activities | 55.0 | 61.6 | 48.6 | 45.0 | <.005 |
| Activities charging fees | 45.1 | 41.2 | 41.2 | 65.4 | <.001 |

[1]Low = less than $10,000 / year
Middle = $10,000–$20,000 / year
High = more than $20,000 / year
[2]Activity sponsored by public school, college, recreation center, library, or museum.
[3]Activity sponsored by church, private, or commercial recreation facility or individual instructor.
**Source:** Children's Time Study, Oakland Survey (1976).

When a facility or service is privately sponsored and/or requires a fee, well-to-do youngsters are more likely to participate than those from families with lower incomes. However, lower-income children are just as involved in public/free activities as their high-income peers are involved in paying activities. Thus it becomes clear that, at a time when many after-school services are threatened by cutbacks, the reductions will not affect all children to the same degree. Those from lower-income homes who can least afford private or fee-paying alternatives will be left with the fewest opportunities.

As our survey shows, publicly sponsored *organized* activities have a clear presence in young adolescents' lives. Equally crucial, however, is the *unstructured* time young adolescents spend at public facilities alone or with friends and not engaged in a sponsored, adult-supervised program.

## *Use of Community Facilities*

In the Time Study survey we asked questions concerning children's use of particular community facilities, especially in their neighborhoods. As in the case of organized activities, important historical considerations have determined the nature of these services. Most communities provide parks, libraries, and other facilities on a highly decentralized basis—easily accessible to the young and to families. In fact access for children, the heaviest users, has always been a prime consideration in locating these facilities.

From childhood through early adolescence neighborhood-based facilities provide important time-use opportunities and are certainly some of the principal activity settings for children when they are on their own. Tables 5 and 6 summarize our findings for four facilities commonly located in neighborhoods: schoolyards, parks, recreation centers, and libraries. Though a number of factors may affect a child's access to neighborhood facilities, most children we surveyed were at least occasional users. Judging from table 6, a surprisingly large proportion of children are heavy users; many of our respondents frequented the four kinds of facilities in question on a regular basis. Our survey did not explore what respondents actually did while they were at these facili-

ties, but municipal governments have generally provided settings where children are, by and large, free to do as they choose in a comfortable and safe environment.

As the two tables show, patterns of use did vary from facility to facility, but in different ways. Schoolyards and parks were used by most children. This partly reflects proximity: these facilities tend to be closer to home than others. Children from lower-income families were especially heavy users, no doubt a reflection of differences in children's access to private play space at home and more generally their access to off-street play areas. Boys, who tend to pursue more sports activities that require the kind of open space available at parks and

**Table 5.** Use of Selected Services, Facilities, and Programs, Oakland, 1976.

| | Schoolyards (%) | Parks (%) | Recreation Centers/Programs (%) | Library (%) |
|---|---|---|---|---|
| Total sample | 63 | 69 | 31 | 43 |
| boys | 71 | 74 | 37 | 46 |
| girls | 55 | 64 | 25 | 41 |
| Asian | 47 | 54 | 14 | 61 |
| boys | 52 | 53 | 21 | 65 |
| girls | 45 | 55 | 6 | 57 |
| Black | 68 | 71 | 33 | 41 |
| boys | 76 | 76 | 39 | 41 |
| girls | 61 | 66 | 29 | 42 |
| White | 51 | 63 | 29 | 51 |
| boys | 60 | 75 | 35 | 56 |
| girls | 42 | 53 | 25 | 47 |
| Low-income family[1] | 66 | 74 | 35 | 41 |
| Middle-income family | 66 | 65 | 28 | 48 |
| High-income family | 38 | 60 | 22 | 41 |
| Single-parent family | 63 | 71 | 36 | 40 |
| working | 62 | 69 | 37 | 42 |
| not working | 64 | 73 | 34 | 38 |
| Two-parent family | 64 | 67 | 25 | 46 |
| both working | 63 | 68 | 24 | 46 |
| one working | 65 | 66 | 27 | 48 |

[1]Low = less than $175 / week per family member
Middle = $175–$499 / week per family member
High = $500 or more / week per family member
Source: Children's Time Study, Oakland Survey (1976).

schoolyards, were much heavier users than girls. Further, as we found in other aspects of our research, safety concerns among girls kept some away.

**Table 6.** Heavy Users of Selected Services, Facilities, and Programs, Oakland, 1976.

| | Schoolyards[1] (%) | Parks[2] (%) | Recreation Centers/Programs[3] (%) | Library[4] (%) |
|---|---|---|---|---|
| Total sample | 53 | 41 | 14 | 38 |
| boys | — | 47 | 20 | 41 |
| girls | — | 36 | 10 | 36 |
| Asian | 19 | 37 | 3 | 51 |
| boys | — | 39 | 5 | 58 |
| girls | — | 35 | — | 48 |
| Black | 61 | 44 | 17 | 38 |
| boys | — | 49 | 23 | 39 |
| girls | — | 40 | 12 | 38 |
| White | 37 | 31 | 10 | 39 |
| boys | — | 42 | 15 | 45 |
| girls | — | 19 | 7 | 33 |
| Low-income family[5] | 59 | 38 | 16 | 41 |
| Middle-income family | 54 | 39 | 12 | 40 |
| High-income family | 41 | 29 | 8 | 32 |
| Single-parent family | 57 | 45 | 15 | 36 |
| working | 54 | 45 | 11 | 36 |
| not working | 60 | 44 | 19 | 36 |
| Two-parent family | 51 | 38 | 12 | 39 |
| both working | 48 | 41 | 10 | 38 |
| one working | 54 | 34 | 15 | 40 |
| Parent Education | | | | |
| less than high school diploma | 60 | 45 | 17 | 38 |
| high school graduate | 50 | 45 | 16 | 37 |
| some college | 54 | 37 | 11 | 38 |
| college graduate or more | 42 | 38 | 10 | 39 |

[1]At least one a day a week.
[2]At least one a time a week.
[3]Two or more programs.
[4]Few times a month or more.
[5]Low = less than $175 / week per family member
Middle = $175–$499 / week per family member
High = $500 or more / week per family member
**Source:** Children's Time Study, Oakland Survey (1976).

In contrast to schoolyards and parks, recreation centers were used by a much smaller proportion of children, usually those who were participating in an organized activity, even though quite a number of centers in Oakland are nearly as accessible as schoolyards. As in the case of parks and schoolyards, boys were heavier users of recreation centers; this again seems related to the kinds of activities offered (overwhelmingly sports). Another factor that affected the use of recreation centers was their social orientation. Whereas children spend free time at parks and schoolyards, recreation centers offer mostly structured, supervised activities that do not necessarily have a universal appeal.

Libraries, we found in our survey, are not just places to go for books. Branch libraries are provided on a highly decentralized basis in Oakland, and young adolescents used libraries, like some other public facilities, as informal gathering places. Children of all backgrounds had similar patterns of library use, a finding that suggests that libraries play a more important role in low-income neighborhoods than might be suspected. It also suggests that higher-income children may not be the heaviest users, as we have often assumed, perhaps because many may have alternatives elsewhere (more reading matter readily available at home, for instance, or a greater variety of places to meet informally). Unlike the other facilities described here, libraries overall attracted boys and girls about equally, although gender-related ethnic differences were still in evidence.

Combined, our findings for participation in organized activities and our information on unstructured use of public facilities present strong evidence that over several generations community services for children have developed very successful ways of meeting a wide variety of needs for a large proportion of the young adolescent population. In our survey, almost 80 percent took advantage of community-sponsored organized activities on a regular basis; well over 60 percent used parks and schoolyards for unstructured activities; and 43 percent used neighborhood public libraries on their own. As mentioned earlier, most children enrolled in organized activities were attending classes or events once or twice a week. A substantial proportion of those who used facilities for unstructured recreation said they were frequent

or heavy users. Children of different sexes and different backgrounds participated in different ways, but all groups were represented in all activities, structured or unstructured, which suggests that community services allowed for the expression of a variety of tastes and yet answered a great many common interests.

Our young respondents, in short, voted with their feet, and voted very emphatically, that they find these community resources to be interesting and accessible after-school opportunities.

## *Out-of-School Services Under Fire in an Era of Retrenchment*

This brief analysis has by no means considered all aspects of young adolescents' community life, but it is clear that they are directly involved in a great variety of formal and informal activities at community facilities and that these account for significant amounts of their time use outside school. Despite the obvious importance of community facilities for the young, there is reason to believe that children's interests and activity patterns are being compromised as communities respond to economic austerity by altering the traditional package of public children's services. These services have grown dramatically throughout the twentieth century, and communities large and small have honored the social and political bases upon which extensive program commitments have been built. Today, neither the role these services play in the lives of adolescents nor the political coalitions that have supported the services in the past seem able to assure their continued integrity. Buffeted by extraordinary fiscal shortfalls and faced with a political climate that is less favorably disposed to social programming and the needs of children, the kinds of after-school programs described here are in great jeopardy.

Ironically, the shifting service priorities, the new fiscal austerity, and the less spirited commitment of local governments to the young come at a time when more and more families have a greater need for the services. When we asked parents about things that city government might do to improve the quality of neighborhood life, a high proportion mentioned new facilities for children or the expansion of after-school programs.

*Medrich*

Young adolescents from families in which no adult is at home after school have a clear set of needs. These children are, of course, increasing in number. Evidence from our research indicates that working mothers are especially anxious to see that safe, supervised after-school opportunities for children are available. Few can thus be happy with the situation that is currently unfolding, for just as parents realize their children's needs, many communities are withdrawing fiscal support for after-school activities. The poor are especially hurt by this decline in community-sponsored services for children, a fact that raises important questions of equity.

The most common strategies that have thus far been used for reconciling service needs with fiscal austerity have not proved very satisfactory:

- Closing neighborhood "branch" sites not only undermines the traditional commitment to providing services close to children's homes, but can mean that children who are less mobile—and in our survey these tended to be poorer children—are less likely to

be able to get to facilities or enroll in programs. Further, like adults, young people are predisposed toward using services that are easily available and conveniently located. Centralized services will invariably discourage all but the most highly motivated young people.

- Charging user fees for participating in children's programs (court fees for tennis lessons, for instance) or for use of public facilities (such as annual dues for library cards) raises the issue of equity. From our Time Study data it is clear that poor children, who are most likely to be using free services if they are taking part in community services at all, have less access when fees are collected.
- Reducing the specialized professional personnel who work with children also dramatically affects poor children. Since they are less able to afford private-sector alternatives, these young people are clearly more dependent on public agencies not just for services, but also for high-quality instruction. If a recreation department discontinues a music course, for example, a child from a middle- or upper-income family can probably turn to a private teacher; a child from a low-income family would be less able to afford private rates and hence be less likely to continue the instruction.

Taken together these strategies reflect changes in the organization of the public sector that will cause inequities, even though equity has always been a principal concern of those responsible for planning after-school services. In fact, as noted earlier, many of these services were originally designed around the needs of the poor and only over time came to embrace broader constituencies. It is apparent today, though, that fiscal considerations, not equity or children's needs, will determine the direction such programs will take—to the extent that they are maintained at all by municipalities in the years to come.

These and other new strategies for maintaining traditional services have only begun to emerge, so it is difficult to know what impact they will have on young people and their parents. Several larger issues are even now readily apparent, however:

(1) Reduced opportunities to participate in organized activities will affect most young adolescents. It is not only a matter of after-school time use, for few spend large amounts of time at organized activities. The spillover effect is very important: many of the things young people learn in organized settings tend to influence what they choose to do when they are alone and with their friends, or what they choose as lifetime vocations and avocations. The public sector provides experiences and opportunities that many children would not otherwise have—or think to seek—and these can considerably affect their physical and social development.

(2) Similarly, organized activities have helped many young people, poor children and girls in particular, to escape deeply rooted social stereotypes. And to a degree, the public sector has helped many children of every type and background develop skills that have changed their sense of their own capabilities. A decline in public commitment can have serious consequences for these children.

(3) Centralizing children's services by closing neighborhood facilities is a very undesirable solution to the fiscal crisis from the standpoint of both young people and their parents. In fact one could argue that centralization will result in the poorest service to the smallest number. Easy access to services and facilities must remain a distinct priority for citizens and service providers alike. An approach preferable to closing neighborhood facilities, for instance, might be to reorganize "overlapping" services. After-school services sponsored by different neighborhood agencies, such as schools and recreation departments, could be combined to make more efficient use of both the facilities themselves and the available staff.

(4) When fewer dollars are available to support after-school activities and facilities for children, the kinds of expenditures that are made become not just fiscal concerns: they represent major policy decisions and as such are increasingly difficult to reverse.

Young adolescents, in sum, still spend most of their after-school time close to home. Politicians should recog-

nize that with or without adequate financial resources, the needs of these young people and their families must be addressed in their neighborhood environments. Unfortunately, actions taken to date have worked to the contrary, for in the name of fiscal austerity little attention is being paid to a broad but seldom recognized constituency. In the final analysis, politically disenfranchised young people simply make do with what is made available to them. The rather drastic shift in local government programming for the young cannot fail to affect both their time use and their development and socialization in ways that go far beyond those anticipated by public-sector decision makers.

## *Conclusion*

A long historical tradition has established a firm place for children's services within the structure of local government. Our discussion here has centered on a rather specific set of public institutions that provide after-school services to young adolescents. Clearly there are a host of others, from churches to scouting organizations, that also sponsor programs that attract large numbers of young participants. By focusing on the public sector, however, we have surveyed ubiquitous and familiar services, for as our data show, most young adolescents make use of community-sponsored opportunities on a regular basis. Regrettably, children today can no longer count on these fundamental public resources.

The next several years will determine the degree to which communities continue to maintain children's services and facilities. No matter how important such services may be to the young or to families as a whole, their future is in danger. Demography, politics, and fiscal considerations have jeopardized traditional public commitments to youth. We must find new ways, and work harder, to assure continued community commitment to providing low-cost, easily accessible opportunities to young adolescents outside school.

*Please see next page for further reading on this topic.*

## Further Reading

Material for this paper was drawn from three reports by the Children's Time Study:

Medrich, Elliott A., et al. *The Serious Business of Growing Up: A Study of Children's Lives Outside School.* Berkeley & Los Angeles: University of California Press, 1982.

Rubin, Victor, and Elliott A. Medrich. "Child Care, Recreation, and the Fiscal Crisis." *Urban and Social Change Review* 12, no. 1 (winter 1979), 22–28.

"More than Fun and Games: The Predicament of Recreational and Cultural Services for Children." Manuscript in progress.

The themes and issues are linked to several literatures. In the space available it is not possible to present a comprehensive bibliography. The following, however, are examples of material that proved useful in developing the perspective on after-school services reflected here:

Benson, Charles S., and Peter Lund. *Neighborhood Distribution of Local Public Services.* Berkeley: Institute for Governmental Studies, 1969.

Dychman, John, et al. *Community Facilities, Social Values and Goals in Planning for Education, Health and Recreation.* Philadelphia: University of Pennsylvania, Department of City and Regional Planning, 1957.

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Gaylin, Willard, et al. *Doing Good: The Limits of Benevolence.* New York: Pantheon Books, 1978.

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# *Government Policies for Youth*

## *Carol Frank*

In comparison with the predominantly rural America of many decades ago, our industrialized society provides few acceptable roles for youth and in fact prolongs the period of adolescence. Youth today are restricted from many job opportunities. They are encouraged to stay in school and are thus isolated from the larger community. They find few activities in their after-school hours that offer them meaningful roles in their communities. They have only limited participation in the policy decisions that directly affect their lives.

Some of the restrictions on acceptable roles have gradually come about because of policies originally designed to ensure universal childhood education and to protect our youth from exploitative labor practices. Others are a result of a more general change in our society's perception of adolescence; we are willing to allow our children more time to grow, to explore, to experiment, before expecting them to assume adult responsibilities. We have been proud of our national belief that youth are our "most valuable resource." But what we did not foresee is that in implementing this ideal our national policy for youth has created other inequities and misunderstandings. A close examination shows that in fact our national policy for youth in recent decades has *devalued* the youth it is pledged to serve.

As with many other areas of general national concern, the federal government until recently assumed most of the responsibility for funding and regulating programs for youth, primarily in order to ensure that benefits were shared equitably among all the states. Grants from federal agencies have usually been made categorically, that is, for very specific purposes and according to specific federal guidelines. The result has been that

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many different kinds of youth-related grants and programs have been developed through many different federal offices: in 1980 there were more than 60 federal programs for youth, administered by some 17 federal agencies and departments. One agency handles crime-prevention funds; another, child welfare; another, drug abuse; another, schooling; and so forth. It is conceivable that a particular local or state youth service agency would be using federal funds from several different federal programs. On the other hand, some critical needs have been entirely overlooked, or have gone unanswered, because they do not fall under the carefully limited jurisdiction of the existing categorical programs.

Scattering youth service programs among so many agencies and departments would seem to require careful interagency coordination. Yet the various federal agencies involved in funding youth programs or making youth policy seldom communicate with one another. Except for the Federal Coordinating Council, created by the Juvenile Justice and Delinquency Prevention Act of 1974, there is in fact no official channel of communication at all among federal agencies concerned with youth policy.

A glance at table 1, which gives only a selected list of some of the youth programs that are fragmented and compartmentalized among federal agencies, reveals an underlying, perhaps more serious problem. Most government programs (not only those listed in the table) are chiefly concerned with rehabilitating "problem" adolescents: the abused, the abusers, the unemployed, the indigent, the delinquent.

> With the exception of the public schools, government policy makers seldom focus on youth unless their behavior or status is defined as a "problem" (e.g., delinquency, running away, pregnancy out of wedlock, substance abuse, emotional disturbance, unemployment, etc.). Eligibility for public services or program participation generally requires a prior label of deviance. As a result, every youth who participates in public programs tends to acquire a stigma which adds to his or her problems or generates new ones.[1]

Our federal policy for youth, in short, concentrates on deviant behavior or status, and as such fosters a national preconception that only youth in severe trouble need—or deserve—public support. It approaches young people as

**Table 1.** A Select List of Federal Programs for Youth in the 1970s.

| Program Name | Administering Agency |
|---|---|
| Adolescent Pregnancy Prevention and Services | Department of Justice<br>Office of Juvenile Justice and Delinquency Prevention |
| CETA Youth Employment Training Program | Department of Labor<br>Employment and Training Administration |
| Child Abuse and Neglect Prevention and Treatment | Department of Health and Human Services<br>Office of Human Development Services |
| Drug Abuse Community Service Programs | Department of Health and Human Services<br>Public Health Service, Alcohol, Drug Abuse, and Mental Health Administration |
| Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children | Department of Education<br>Office of Elementary and Secondary Education |
| Juvenile Justice and Delinquency Prevention | Department of Justice<br>Office of Juvenile Justice and Delinquency Prevention |
| Runaway Youth | Department of Health and Human Services Administration for Children, Youth and Families |

Source: U.S. Dept. of Justice, Office of Juvenile Justice and Delinquency Prevention, *Analysis and Evaluation of Federal Juvenile Delinquency Programs*, 5th ed. (Washington: Government Printing Office, 1981), pp. 7–10.

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deficits or liabilities and further stigmatizes adolescents in the public eye (and in their own) by requiring that their behavior be problematic before they can receive the attention of the government. The large majority of youth has been almost entirely neglected. Modern governmental policy has been devoid of basic support for the healthy development of adolescents. This, says one critic, "is curious in light of the almost universal agreement that adolescence is a difficult, stressful, and uniquely important period of life."[2]

To say that federal programs for youth focus on problem behavior is not to belittle their importance to certain portions of our youthful population. The passage of *all* recent youth legislation marks an important recognition of the value of youth. But to summarize, it must be admitted that the practice of administering funds through categorical programs has produced some problems in general policy making for youth:

- Youth policy is narrow in focus, with remediation as its purpose and often without any preventive aspect.
- National organizations concerned with youth have tended to construct their activities around a specific statute or program and have generally neglected to develop any consistent and continuous policy for all youth.
- Categorical programs for youth are monitored by different congressional committees and administered by different federal agencies and departments; they therefore do not lend themselves to the development of a broad policy for youth.

These problems have not gone unnoticed. By the 1970s youth advocates had begun to question the failure of some policy decisions and plead for a new national strategy for youth—one focused on the developmental needs of all adolescents. Revision of previous governmental policy was spearheaded by the Youth Development Bureau, a branch of the Department of Health and Human Services' Administration for Children, Youth, and Families, under the banner of "A National Strategy for Youth Development." Practitioners and policymakers began to examine youth needs and problems from a new point of view. Acknowledging that healthy adolescent development can lead to healthy

adulthood, they sought to discover the essential characteristics of adult mental and physical health and to find ways of fostering adolescent development toward those ends. The Youth Development Bureau's report on its findings states quite firmly that this new outlook requires a reexamination of the role of social institutions themselves.

> Institutions are critical in providing the conditions which generate legitimate identity. When trouble occurs in what should be the orderly movement into legitimate life careers, we should look to problems in the institutional fabric. Are there problems in the way individuals *gain access* to institutional roles that might account for the emergence of illegal behavior and illegitimate identity? Adolescence is assumed to be a transitional state into adulthood. When we find systematic, recurring difficulties in this age period, it is only reasonable to ask if these difficulties are a consequence of the failure of institutions to provide access to experiences which would make for a smooth progression to adulthood.[3]

The report concluded that this perspective, that deviance arises not so much in the head of the problem adolescent but in society's failure to address the larger problems that create the climate for deviance, requires a very different approach to youth policy and programming.[4]

From this impetus there emerged a number of new working strategies. The Youth Development Bureau identified four central elements of adolescent development that should receive recognition and support in all national youth policy: the adolescent's unfolding sense of competence, usefulness, belonging, and power. The Federal Coordinating Council on Juvenile Justice and Delinquency Prevention recommended several specific new goals for implementing youth policy:

- Better integration of government and private sector programs for youth, especially with the aim of constructing a unified policy and programs to involve youth effectively in community life.
- Improved information-sharing among practitioners in all institutions that influence the lives of young people.
- Increased family involvement in working with youth, since the family is the primary institution in which a young person develops. (This would include

returning some young people in foster homes or other alternate residences to their families.)

- A new emphasis on employment and career experimentation for young people—especially important in this era of economic change.[5]

These growing efforts for new youth policy soon gained support in Congress, which passed the Comprehensive Youth Employment and Training Act in 1978. Discussions began in earnest on the formulation of a comprehensive national policy for youth, which was to be framed in a new piece of legislation entitled the Younger Americans Act, modeled on the Older Americans Act. The legislation was designed to recognize the potential of young people and acknowledge the basic rights of youth. It provided for basic necessities (food, clothing, shelter), health services, educational services, employment opportunities, and the opportunity for youth to participate in the development of their communities and cultures, regardless of their race, sex, creed, or ability to pay. The bill was never passed. But it launched a developmental approach to youth policy, a goal that can still be pursued within the context of New Federalism.

It took many years to establish the level of funding that youth programs enjoyed in the 1970s. Despite administrative flaws and an emphasis on troubled youth, the array of categorical programs that funded services for youth during that period was an impressive symbol of national concern for young people. The movement for a new strategy for youth policy, one with a more positive and equitable focus on the developmental needs of all young people, arose from that already strong public commitment and flourished in a decade that was particularly sensitive to social issues and the needs of special constituencies. It established new ideals and concepts of youth policy that cannot be ignored even in the climate of economic austerity that has since prevailed.

## *Youth Policy and the New Federalism*

Those concerned with youth policy must now accept a condition that will probably be a reality through, and perhaps beyond, the 1980s: fiscal resources for youth

and programs that serve youth will be severely cut back. The New Federalism of the Reagan administration set a new precedent for budget-cutting, a repeal of categorical programs through consolidation of funds into block grants to the states, a decrease in taxes, a limitation of the federal government's role, a reduction in federal agency staff, and an increased reliance on the private sector for program funds. All of these changes in federal policy have a lasting impact on youth and programs for them.

*Budget cuts.* The Reagan administration set out to cut as much as $100 billion from the federal budget, while retaining a high level of defense spending. What, then, remained to be cut? Only the categorical programs and the entitlement programs (such as Social Security, pensions, and Aid to Families with Dependent Children). In times of economic stress, the most vulnerable programs are those that serve the smallest constituencies or constituencies with little political power. Youth programs are very vulnerable: youth advocates are not well organized as a constituency to fight the cuts, and the majority of youth cannot vote.

Because the responsibility for youth programs at the local level is so diverse, exactly how budget cuts will affect those programs is difficult to determine. A comprehensive local program might offer art classes, team sports, and job training, to name but a few activities, each of which could acquire funding from and report to a different government source. In two Virginia counties in the Washington, D.C., metropolitan area, for example, funds have already been cut for after-school programs. When Arlington County's funds were cut in the late 1970s, the county decided to reduce the number of special programs for youth it offered but kept the recreation facilities open every day for informal after-school activities; should further cuts come, the remaining recreation facilities and their informal programs will be the first to go. In Fairfax County, federal funding for after-school programs has been cut every year since fiscal year 1980. The county has chosen to use its own funds to maintain programs through the remainder of fiscal year 1982 and has assigned a task force to evaluate options for fiscal year 1983.

*Repeal of categorical programs through consolidation into block grants, or, "turnback."* The attempted repeal or "turnback" to the state of such programs as the Juvenile Justice and Delinquency Prevention Act and the Runaway and Homeless Youth Act is potentially devastating to youth service agencies, but it does serve to emphasize one of the major problems of youth advocacy. Advocates, national organizations, and youth service agencies have tended to rely heavily on these specific federal categorical programs for support, without investigating less obvious alternative sources. They have not had to lobby for funds at the state level. Now that block grants will be administered through the state and then county governments, many of these agencies do not have the state or local contacts that will be needed in the fight for new appropriations.

*Decrease in taxes.* A decrease in federal taxes means that the government takes in less revenue. Thus there are fewer funds to support government-sponsored programs, including the block grants to states. Many states have imposed ceilings on the amount of state taxes that can be levied. There is consequently a strong likelihood that the states will not have the revenues to make up the cuts in federally financed social service programs. Increased unemployment also contributes to the decline of a state's tax base, since fewer dollars come in and, at the same time, more dollars need to be spent for social services to relieve the unemployed.

*Limitation of the federal government's role.* The federal government has chosen to limit its control over public spending and shift responsibility for policy and funding decisions to the states and counties. Since less money is being spent at the federal level, the success of any program that requests direct federal funds will have to be demonstrated, or it will not stand a good chance of receiving an appropriation from Congress. The decrease in federal responsibility for administering funds brings with it a commensurate decrease in federal regulations, requirements, and monitoring; state and locally administered programs may not be held so strictly accountable to national standards for delivering services, inviting public participation, or acting in compliance with civil rights provisions. This diffusion of responsibility may

also result in less knowledge, both in government circles and among the general public, of how funds are being used.

*Reduction in federal agency staff.* Federal agencies are experiencing a "reduction in force" that may eventually eliminate thousands of jobs. Since the last hired are the first to go, those laid off are likely to be the young, the minorities, and the women. Those who remain and who are likely to be shifted to other federal agencies, though they have had long careers in federal service, may not be expert in areas that are specific to youth and their programs. Staff reductions also leave the federal departments that are responsible for youth concerns severely crippled in their ability to provide ongoing administration for existing programs.

*Increased reliance on the private sector.* A comparison of the estimated total cuts in government funds from 1981 through 1984 ($100 billion) with the total contributions to charitable and public causes by the private sector (currently about $44 billion per year) makes it clear that the private sector is very unlikely to "make up the difference" in public service funding. Individual donors account for about $40 billion of these private gifts. More than half of their contributions ($26 billion) are made to churches and synagogues, and they devote much of the remainder to traditional voluntary organizations and United Way. As cuts in government funding increase, the fiercest competition will thus concentrate on the comparatively small resources offered by the rest of the private sector: an annual sum of about $2.1 billion from foundations and $2.3 billion from corporations. Though many foundations and corporations do fund programs for youth, a review of the 500 foundations (of a total of 22,000) that control 91 percent of the foundation funds shows that relatively few focus on youth. Youth services, which have long relied predominantly on federal funds and stand to lose heavily in the budget cuts, now face a very hard fight indeed for attention from the private sector.

Under all these conditions youth services will be hard pressed to maintain their former level of assistance. In fact, unless agencies can find new sources of funding, they will be forced to curtail their level of services. Just as federal employees have been laid off in order of

seniority, youth programs, among the newest in the catalog of federal services, stand a good chance of being the first to go. That the funding for these programs is small compared with other social service programs makes it easy to fold them into a block grant—along with reduced funding. Because only a small number of national organizations are active in youth advocacy, the burden of mounting a campaign, either to save the funds or to earmark those funds that do become part of block grants, will be shouldered by a very few. And once youth programs become diffused throughout the many state governmental agencies, the task of protecting them becomes monumental, especially considering that different state and local regulations and individual agencies' policy decisions must be monitored as well.

New priorities must be set to deal with the limitation of funds. In terms of youth policy, this will inevitably lead to a return to focus on problem behavior or deviant status. Funds will be available, if only on a limited basis, for the serious and/or violent offender. But funds for the runaway may be more difficult to find. It is possible that our society will spend large amounts in the next few years to incarcerate young people who previously would have been served in community-based alternative facilities.

One of the most pressing problems for youth advocates will be acquiring funds to provide suitable programs for the children of working parents. In 1980 a sizable majority (62 percent) of mothers with children aged 6 to 13 were employed outside the home; by 1990 more than half of *all* mothers will be employed outside the home. The need for day care and after-school programs will be a matter of paramount national concern, but a national policy on day and after-school care is unlikely. To date, the Federal Interagency Day Care Standards have been dropped, and the only new policy in this area has been the dependent care deduction that was a provision of the Economic Recovery Act of 1981.

## *Youth Advocacy in the 1980s*

*Advocacy* is a word that is often heard these days. It derives from Latin: an advocate is, quite literally, someone who is "called forward," that is, summoned to represent the interests of another in a council or court.

The term advocacy includes the determination and implementation of good policy for youth, as well as the representation of youth and their interests. Whatever the particular interests at stake, to be successful in their aims youth advocates must organize their efforts around some specific strategies:

- *Develop the facts.* To convince policymakers and fiscal authorities that support for youth programs is important, present them with hard facts and figures that demonstrate the needs of adolescents. Advocates should especially emphasize the necessity of preventive programs and point out the dangers of funding only those programs that treat "problem" youth.
- *Educate the public.* The public should be reminded of the importance of our youth and should be informed that nurturing adolescents is important to the process of developing healthy adults. The public needs to be convinced that youth programs are not luxuries, but necessities for society as a whole, and that youth can be resources in a community, not just the recipients of public services.
- *Make new allies.* Involve as many people as possible in youth concerns. The media (television, radio, and the press) are very useful allies, as are members of state and federal legislatures. The media can promote public awareness. Legislators can be very powerful agents in the preservation of programs and funds for youth and also in the development of future policy.
- *Learn state government processes.* Now is the time for youth advocates to learn their state legislative process—giving special attention to the budget and how it is passed. The new block grant procedures should be closely observed, with some critical questions in mind: How are decisions being made concerning block grant funds? Who is making those decisions and what is the lead agency in the state? What mechanism is there for public participation? If funding priorities have been set, are youth programs among them? The state's process for providing services should also be studied, in order to coordinate

the various services available and thus prevent some of the fragmentation in youth services that occurred in the past.

- *Reach out to the business community.* Corporations will not automatically close the gap in funding that is left by federal budget cuts. But they can be very responsive if advocates provide them with specific suggestions. Aside from funds, corporations may be willing to provide technical assistance, equipment, and space.
- *Develop a partnership between the public and private sectors.* Those who work directly with youth can help the public sector understand the needs of youth and the areas of service that are undeveloped or underdeveloped. Advocates from the private sector can be especially valuable in situations where public officials are restricted from independent political activity on behalf of improved funds and programming.

- *Don't overlook your federal congressional delegation.* Even though much of the decision making on funds and programs has been returned to the states, the senators and representatives in the United States Congress still have the responsibility for major decisions that directly affect youth. Many of the federal statutes concerned with youth are still in force, and Congress is responsible for that fact. Members of Congress need to hear that their support of youth programs is appreciated and that it must continue. Advocates should communicate with their congressional delegation on a regular basis and should invite them to visit youth programs in their home districts.

Youth advocacy today should certainly bring together those concerned for youth. Most importantly, a special effort should be made to involve young people themselves, for they are old enough to advocate on their own behalf. One youth advocate has in fact pointed out that "young people can clearly articulate their needs, will reject that which does not meet their needs, and will depart from the most well-intentioned efforts to 'help' them; they would prefer to assist themselves and to demonstrate their ability to help others as well."[6] Youth must have, and must perceive that they have, access to roles that commit them to the society in which they live. Local communities present a variety of issues and processes that can easily involve young people and give them a sense of competence and usefulness. When young people are given a responsible role in their society, within their growing capabilities, they will have a better chance of becoming productive, contributing adults. For these reasons, advocacy *for* youth must be done *with* youth.

How do we accomplish all these tasks? With enormous dedication and creativity, and with the knowledge that what we are doing is important. Although the present governmental policies concerning youth are not very encouraging, they will inspire youth advocates to hone their skills and become more sophisticated at their jobs. New working relationships will be formed because they have to be in times when sharing is crucial. Above all, this time of tremendous change forces us to take a hard look at what we have been doing. If we are not helping youth, working with and involving youth, if we are not

pursuing a policy that values youth, then we need to modify our plan of action. Ideally, the projects and programs that have not worked will become a thing of the past; those that do work, and can prove it, will continue.

## Notes

[1]T. M. Jim Parham, foreword to *The Value of Youth: A Call for a National Youth Policy*, ed. Arthur Pearl, Douglas Grant, and Ernst Wenk (Davis, Calif.: Responsible Action Press, 1978), p. 9. Parham was Deputy Assistant Secretary for Human Development Services (Dept. of Health, Education, and Welfare) under the Carter administration.

[2]Parham, *Value of Youth*, p. 9.

[3]U.S. Dept. of Health, Education, and Welfare, *A Design for Youth Development Policy*, rev. (Washington: Government Printing Office, 1978), p. 17.

[4]U.S. Dept. of Health, Education, and Welfare, *Design*, p. 17.

[5]U.S. Dept. of Justice, "Coordinating Council on Juvenile Justice and Delinquency: Program Priorities 1982," *Federal Register* 47 (9 February 1982): 5980.

[6]Larry L. Dye, "Youth as a National Resource," in *Disruptive Youth in School*, ed. June B. Jordan, David A. Sabatino, and Rosemary C. Sarri (Reston, Va.: Council for Exceptional Children, 1980), p. 26.

# *Effective After-School Programs for Young Adolescents*

*Leah M. Lefstein*

Where are 10- to 15-year-olds in the after-school hours? How do they spend their time in the summer? Occasionally, a newspaper feature reports the incredible capability of a 10- or 11-year-old child who comes home at 3:00 P.M. and spends three hours doing the family laundry, making beds, and cooking dinner while Mom and Pop are still at work. Other young people, however, report an intense need for adult supervision in the after-school hours. "I need this program to keep me off the streets," said a 15-year-old young man at an after-school enrichment center in New Orleans. "I know too many kids who get in trouble after school. If I'm here, the adults can speak up for me."

Many communities have identified the need for after-school and summer services for young children—those in the primary or early elementary school grades. With a few notable exceptions, however, these communities have not yet acknowledged the young adolescent population's need for services, a need complicated by the fact that this is a group popularly considered too old for adult care, too young for after-school employment.

Unfortunately, many of these youngsters have been given a label that is for some a source of shame, for others a matter of pride: they are "latchkey" children. In the last 20 years, the latchkey has become more than a neutral symbol of mothers entering the work force. Today, the latchkey is accused of unlocking a huge Pandora's box of social problems: unattended children fending for themselves in the after-school hours, excessive viewing of violent or inane after-school television, large groups of teenagers disturbing adults in streets and merchants in shopping malls, increasing numbers of

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adolescent pregnancies, and ever-growing statistics of accidents in homes and neighborhoods. In his swearing-in speech on February 14, 1980, Jack Calhoun, the former Commissioner of the Administration for Children, Youth and Families, expressed his concern about the burgeoning after-school problem: "Almost 2,000,000 children return from school to empty homes every day. These 'latchkey' children are prey to drugs, alcohol, delinquency. But even more disturbing is the finding of the Detroit Fire Department, which reports that one out of every six fires that breaks out in their city involves a child—alone—at home."

Many social commentators believe that the solution to the perceived problem of unattended young people and inattentive parents would be the departure of women from the work force. Some politically active groups claim that the presence of mothers in the work place foretells the breakdown of the family. If Mother were at home where she belongs, the argument runs, children and young adolescents would be well supervised in the after-school hours, juvenile delinquency would be deterred, and all would be right with the world.

In truth, Mother cannot easily leave the work force. Often she is the sole breadwinner in her family. In 1977 approximately one out of five children in the United States under age 18 lived with a single parent, and in most cases that parent was the mother.[1] Usually, too, that mother's income has been considerably less than the earnings of her male counterparts in the work place; hence as the principal provider for her children she has probably been less able to pay for after-school child care or recreation. Further, when two parents do live in the home, it frequently has been essential that both have outside employment, double-digit inflation having made the single-income family a dream of the past.

Inflation, the increase in single-parent households, and women's employment have thus joined forces to create social change that begs for creative intervention. Yet that need for intervention in the after-school hours comes at the very time when communities and institutions are feeling the same economic pinch that is affecting children and families. Thus families cannot always rely on the same public institutions that might have helped them in the past: the parks, playgrounds, libraries, and community centers.

Add to the problems of inflation, economic cutbacks, and lack of supervision and facilities yet another problem that confronts the early adolescent age group: no groundswell of public opinion clamors for increased after-school school *services* for this age group, though in fact there may be a growing outcry for greater *control*. Thus, while there is consensus that, for example, preschool youngsters should have high-quality day care if parents work, *whether* services are in fact needed for young adolescents—or what those services should be—is not at this time a hot public issue. The lack of discussion and consensus has left a vacuum in which the issues of appropriate supervision and services are not being addressed.

This inattention to the young adolescent age group is not surprising. Because of the dramatic variability in physical, social, intellectual, and emotional development at this time of life, young adolescents are difficult to define, and their needs are as diverse as their appearances and their abilities. Some young adolescents may indeed be *wunderkinder* who are capable of racing home from school to become efficient housekeepers. Others, just as normal in their development, may find the prospect of coming home to an empty house or apartment a source of anxiety and terror. Like the 15-year-old in New Orleans, many young adolescents need the support of an adult in the hours between school and their reunion with parents in the evening.

As young adolescents' needs for supervision vary, so do their interests and skills. For some 10- to 15-year-olds, the 3-to-6:00 P.M. chasm is easily filled with seasonal sports activities—football in the fall, basketball in the winter, baseball in the spring. Others may abhor sports but enjoy music, crafts, games, reading, or volunteer work. It is in early adolescence that young people need opportunities to develop interests, skills, and a feeling of competence about themselves. In meeting this need, many young adolescents develop intense short-term enthusiasms, perhaps for a musical instrument, or for a strategy-and-fantasy game, for a particular group of friends, an academic subject, or a potential career. Good after-school programming gives young adolescents the variety, the ability to develop skills and explore interests, and the opportunities for competence they need. Good

programming also gives parents reassurance that their children are safe, supervised, and thriving.

In response to professionals' need for resources about the age group, the Center for Early Adolescence has developed a clearinghouse of selected research and program information. Information about responsive after-school programs has often been difficult to locate, since a relatively small number of effective programs exist. In 1981, the Center sent a questionnaire to 50 programs that had been identified in research studies and national publications as worthwhile for young adolescents. In 1982, the Center began a more comprehensive study of responsive after-school programs. The Center will publish and distribute complete program descriptions to help communities and local organizations plan appropriate activities for the age group.

Some of the identified programs are publicly sponsored, some private; some are comprehensive, some limited both in subject matter and type of young adolescents served. All the programs have in common,

however, their desire to meet the complex needs of an age group with special problems and capabilities. And most appear to be replicable in many communities. More complete information about the programs surveyed is available from the Center for Early Adolescence. What follows here is a description of the types of programs identified by the Center and brief examples of the rich variety that can and should exist in American communities.

Most programs offer either one or a combination of five types of services:

(1) *Academic and cultural enrichment*, including tutorial programs, music, art, science, and other enrichment activities that supplement the educational opportunities provided by schools.

(2) *Recreation*, including programs offered by parks, playgrounds, community recreation departments, and private team sports organizations.

(3) *Child care*, including those services that operate *in loco parentis*, accepting responsibility for the daily care of young people while parents are at work.

(4) *Youth participation*, including activities in which young people make significant contributions to the welfare of their communities during the after-school hours.

(5) *Religious activities*, including denominational and nondenominational programs operated by religious institutions.

A sixth type of program is one that offers *comprehensive services*; that is, it combines a broad range of the activities listed above.

## *Academic and Cultural Enrichment*

Young adolescents perceive the world as a place that is rapidly expanding beyond family, neighborhood, and schoolroom. New interests and enthusiasms explode on the early adolescent scene: music, movie stars, basketball, bicycles, horses, hairdos, model rockets, collections of everything from beer cans to butterflies, all can play an important role in the healthy development of a 10- to 15-year-old.

As young people begin to imagine themselves as individuals who will one day live apart from their families, they need to explore many adult roles. Adults who can share an interest, skill, or hobby may have a profound effect upon the direction a young person takes toward a lifelong career or avocation.

The after-school hours thus become a critical time in which teenagers can spend hours pursuing their own interests at their own pace. Many traditional community institutions, such as libraries, museums, settlement houses, and community centers, have given generations of young people the space, time, and concerned staff that encourage budding talents. As these institutions face drastic budget cuts, it is important to remind the policymakers who control the communal purse that such agencies are not luxuries in the lives of young adolescents; they are necessary to young people's healthy development.

The following agencies and institutions encourage cultural interests and academic competence in a variety of ways. Detours helps young people expand their own horizons by teaching them to explore a city independently. And Levels offers teenagers the freedom to create their own energetic youth program with adult support and guidance.

## *Detours*
## *Boston, Massachusetts*

Detours helps 11- to 16-year-olds in and around Boston sample a splendid potpourri of city resources. Music, roller-skating, great pizza and ice cream, the wonders of old and new graveyards, sports activities, museum tours, ethnic neighborhoods, the waterfront—all are accessible at low or no cost to young people, who learn from Detours how to get around the city on public transportation.

Detours publishes attractive, funny, easy-to-use guides that make trips on Boston's subways and buses a simple matter. These publications are downright irresistible; they appeal to young adolescents' budding need for autonomy, a need that asks for some independence with lots of supportive, unambiguous information and guidelines. One of the project's many guides, *Rolling on the*

*River*, offers a delightful skaters' tour map that extends from the Charles River Dam to the Harvard Bridge, with stops at attractions along the way ranging from boathouses to breakwaters to "The Back of the Back Bay." The guide gives historical information and special items of interest for each stop along the tour route. It also provides a history of roller-skating, information about rinks, skate sales, and rentals, and some "Roller Reading." An especially amusing section of the pamphlet is its "Field Guide to Wild Life Along the River," which describes some of the people one might see while skating: the jogger *(Homo marathonicus)*, the benchwarmer *(Homo immobile)*, and the police *(Homo arboris protectum)*. The roller skater's guide, like all the other tour pamphlets published by Detours, is printed on one sheet of sturdy paper, folded map-style for easy use.

Detours' mobile headquarters is an old city bus that spreads the gospel of public transport at schools, community centers, shopping malls, and other places where young people gather. Although the bus makes information available free of charge to young people throughout the city, there are special benefits for teenagers who are Detours members. For a $5 fee, members get a "passport" with detachable free or reduced admission coupons to special attractions in the city, including plays, movies, and museum programs; fare reductions on trains and buses; free travel advice; travel guides and maps; and Detours' newsletter, *The Real Good Times*.

Rather than separating and shielding young people from the city, Detours enables them to get around the city safely and independently. Its slogan, "Detours: The Organization for Kids Who Are Going Places," expresses the enrichment opportunities that are Detours' gift to the young adolescents of Boston.

For information, contact:

Jim Zien, Director
Detours
Boston Children's Museum
Museum Wharf
300 Congress Street
Boston, MA 02210
(617) 426-6500

## *Levels*
## *Great Neck, New York*

Literally and figuratively, Levels' name suits the program. Located in the basement of the Great Neck Library, Levels' physical facility is a multi-level maze of steps, planes, and half-walls. The steps do double-duty as theater seating; the low walls serve both as backrests and as enclosures of geometrically shaped conversation pits, study and meeting areas, and a computer corner.

Levels is aptly named for philosophical reasons, as well. The program and its staff meet youth on many chronological and developmental levels, helping them to grow socially and inteilectually. The staff members clearly want the program to belong to its seventh- through twelfth-grade participants, who thrive in Levels' creative atmosphere. Young people are encouraged to accept levels of responsibility suited to their capabilities, rather than their chronological age. And the accomplishments of the young people are impressive. In what other spot might one find a 15-year-old producing "Pippin" or a 12-year-old managing a computer center?

The visitor to Levels descends from its upper-level, small, enclosed areas to a large open platform that is used as a stage. The stage is slightly higher than Levels' lowest plane, a wide floor space that is also used for theater seating and for activities that require ample room for movement.

The attractive physical space is used for many creative activities, all offering many opportunities for young people to achieve competence. Levels has produced as many as 12 musical and dramatic shows in one year, all directed, performed, accompanied, and staged by the young people themselves under the helpful guidance of staff members. "Company," "Jesus Christ Superstar," "Three Penny Opera," and "Man of La Mancha" are among the many shows Levels has staged since it opened in 1974. Ed Amrhein, the director of Levels, says that the program's activities "extend naturally from the physical features of Levels itself. Having a small stage and arena seating possibilities, performing arts and musical events have proliferated since we first opened our doors."

But performances are just one part of the Levels program. Workshops in computer programming, aerobic dance, and guitar have also been offered. In addition, Levels sponsors film fests, poetry readings, coffee houses, international nights, photography exhibits, softball, and many other activities.

The Library's director, Levels' director, and the young people work together to interview and hire new staff. Staff members who have experienced the personnel process report that the young interviewers are tough, fair, and adept at determining who is suited to working in the program.

The participants' active involvement at every level gives them a sense of ownership and a desire to describe the Levels experience. One participant wrote:

> At Levels, everyone is important because each person is an integral part of its mosaic. . . . Everyone has some talent . . . and not being able to share it with others is a waste . . . I've done good artwork, but to have it hidden in folders in my closet is unrewarding. Art . . . warrants sharing. I have been given the ultimate opportunity—to be myself. What more can anyone ask?[8]

For information contact:

Joe Covino, Library Director
Ed Amrhein, Levels Director
Great Neck Library
Bayview Avenue
Great Neck, New York 11024
(516) 466-8055

## *Recreation*

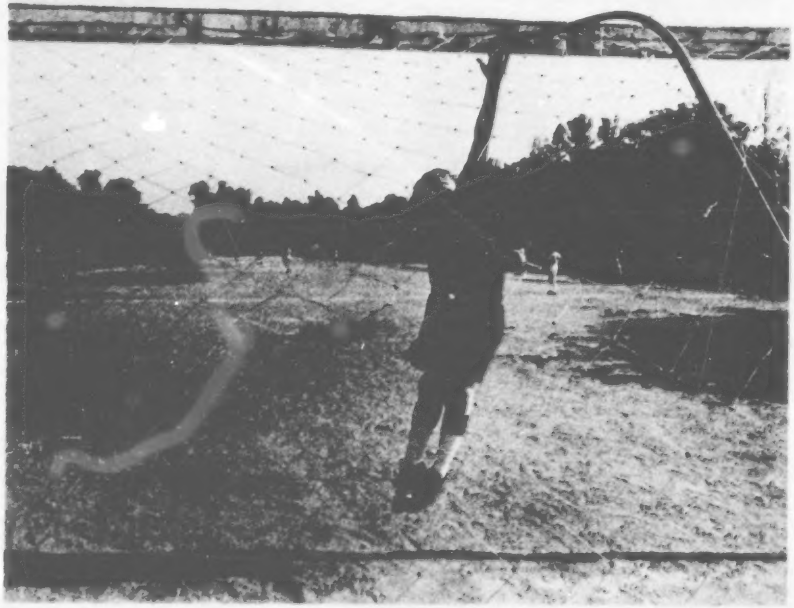
Many recreation departments and organizations find young adolescents the most difficult age group for which to plan activities. By nature restless because of their rapid physical growth, young adolescents need activities that appeal to a high energy level. Yet competitive sports—the traditional recreational activity for many young people in the after-school hours—are probably least well suited to this age group. The wide range of pre- and post-growth-spurt heights found in young adolescents, as well as the awkwardness and self-consciousness that accompany rapid changes in physical

appearance, can make competitive sports highly stressful for young adolescents. Many a late bloomer has harbored lifelong feelings of athletic incompetence because of an inability to keep up with taller or more muscular peers during early adolescence.

The following recreation programs approach activities for young adolescents in two different ways. The Rainbow Soccer program emphasizes exercise and fun, rather than competition and winning. The San Leandro Recreation Department stresses variety, including dance, television production, sports, and sex education.

### *Rainbow Soccer*
### *Chapel Hill, North Carolina*

Rainbow Soccer is a recreational organization that promotes city-wide noncompetitive soccer for people of all ages in Chapel Hill, North Carolina. Coed teams and leagues are organized by age, without regard to individ-



ual proficiency. The game is played for exercise and fun; in fact, no official record of team scores is kept.

Now in its twentieth season, Rainbow Soccer has become a community institution in Chapel Hill, with child, youth, and adult participants numbering in the hundreds every season. The centrally located soccer fields are a hub of community activity during after-school practices and weekend games—a place where even those who do not play the game enjoy the camaraderie on the sidelines. The deemphasis of competition, the fact that many coaches are themselves players or former Rainbow participants, and the fact that adults can play as well as watch, all seem to eliminate the heckling and player anxiety that too often prevail at more competitive youth league events.

A Rainbow Soccer participant, Jennifer LaForce, describes the program in glowing terms:

> I am 11 years old and have played Rainbow Soccer for five years. The reason I like Rainbow so much is that all the people on my team wear the same colored shirts, and it is fun to go around Chapel Hill and see people with Rainbow shirts from all the different teams. The teams are always so friendly, and we always have great picnics at the end of each season. It is also fun to play with boys on these teams, because we all pass to each other and support each other during the games. Rainbow is also a great place to meet people who go to other schools, who are your same age. Everyone knows we must practice our ball skills, but we all like to scrimmage the best.

For information contact:

Kip Ward
Rainbow Soccer, Ltd.
500 West Rosemary Street
Chapel Hill, NC 27514
(919) 967-8797

## *Teen Program*
## *San Leandro, California*

Teen Recreation Supervisor Daniel M. Paiva calls the San Leandro Recreation Department's Teen Program "progressive." The staff, volunteers, and teens in the program give recreation a definition that goes well beyond the customary team sports and playground pro-

grams that are expected of recreation departments. The program gives participants opportunities to get involved in their community, as volunteers who help senior citizens and preschool youngsters, as performers and producers on a teen-produced television show, and as creative contributors to community events.

A theater and dance company and the television show "Our Version" are two of the more innovative features of the recreation program. "Our Version" is shown live every other week on the city's community-access cable channel. The show is written, directed, and produced by local young people who have registered with the city's Volunteer Services Office and who have completed 12 hours of technical training at the television station. Now in its fourth season, the show includes information of interest to local teenagers—everything from sports coverage to skin care, from band music to information on sexuality.

The Recreation Department also sponsors a sexuality discussion group for teenagers in junior high, as well as a special program, "Teen Men." Sports and other traditional recreational activities are not forgotten in San Leandro; basketball, football, track, yoga, cooking, and fitness classes are available for a nominal fee.

For information, contact:

Daniel M. Paiva, Recreation Supervisor
City of San Leandro Recreation Department
Civic Center
835 East 14th Street
San Leandro, CA 94577
(415) 577-3479

## *Child Care*

While all after-school services have the indirect effect of caring for children whose homes may lack adult supervision at that time of day, some programs exist for the specific purpose of providing child care. In these programs, children are accounted for; they check in daily and are usually picked up by their parents at the end of the day. Most current child-care programs do not extend their services to the young adolescent age group; generally, they serve preschoolers and children in the

primary grades, and their activities are designed for those youngsters. In recent years, as young adolescents' needs for interaction with adults and for structure and clear limits have begun to be recognized, a few child-care programs for older children have emerged.

Some programs have learned that young adolescents are invaluable as assistants to adult staff members. They are capable of learning to care for younger children while themselves having the benefit of warm, nurturing relationships with adults. The long-range benefit to young adolescents, who are approaching their own child-bearing years, has not been measured.

### *The Carole Robertson Center for Learning Chicago, Illinois*

As its name implies, the purpose of the Carole Robertson Center for Learning is academic enrichment; its funding and state license call it a day-care program. In fact, the Center's definition of day care includes recreation, arts, crafts, classes for parents, and social service and health care referrals. The Center serves school-aged children, including several young adolescents, on Chicago's near west side, a tenement-filled neighborhood that is being gradually demolished by expansion of the city's famous hospital complex.

The Center emphasizes a warm concern for children and their parents. Governed by a corporate board, with the additional assistance of a personnel board and a parents' board, the Center's program emphasizes strong parent and child involvement. Sixty percent of the corporate board members are parents; the other 40 percent, elected by the parent members, are business and community leaders. The personnel board, which interviews and recommends candidates for employment at the Center, is composed of equal numbers of parents, staff, and children.

Children go directly from school to the Center during the school year; in the summer and on days that schools are closed, they spend the entire working day there. Activities range from spending time with their age-mates to working on projects with children of all ages who share their specific interests, such as basketball, garden-

ing, dance, or puppetry. Adolescents' attachment to the program, even after they have grown too old to participate, remains strong. Many maintain informal relationships with the staff, returning to the Center on Friday afternoons to keep in touch. On a more formal basis, the Center has hired a young adolescent to work as an aide in the program.

The Center is named in memory of a young adolescent who was killed in the bombing of the Sixteenth Street Baptist Church in Birmingham, Alabama, in 1963. Founded as a statement against the violence that caused Carole Robertson's death, the Center is dedicated to creating a safe, wholesome urban environment for children and young adolescents. The Center's waiting list of 300 shows the need for more programs of a similar nature in a neighborhood that offers few opportunities for children to spend the after-school hours productively.

The Center's *Parent Handbook* summarizes its purpose: "Since childhood is a time of emerging self-awareness and clarification of values, learning and growing are not separated, and we are dedicated to . . . the development of children into aware, responsible adults." One young participant, Martin Lovett, aged 13, is quite convinced of the Center's achievements:

> I've been going here for five years. It's been fine so far. Sometimes they make us do stuff we don't want to but it's for our own good. We do some nice things here. We go on exciting and educational trips. And it keeps me out of trouble and it keeps me off the streets.
>
> I enjoy the arts and crafts that we do and I enjoy the trips we go on, like the Sears Tower, the beach, and camp, where we stay for a week in the wilderness.
>
> We also have an organized basketball team here. Our team colors are gold and green. In the morning we have cold cereal and fruit and for lunch we have sandwiches, cole slaw, fruit, and juice (and we sometimes have cookouts). We also have a snack in the afternoon.
>
> If [the Center] closed I would be at home and on the streets. There would be nothing to do.

For information, contact:

Maria Whelan, Director
Carole Robertson Center for Learning
2020 West Roosevelt Road
Chicago, IL 60608
(312) 243-7300

### *School-Age Child Care Project*
### *Wellesley, Massachusetts*

While child-care facilities can be housed in a variety of community institutions, many school systems have discovered that school-based care makes good sense, not only for the welfare of the families and children who are involved, but also for the economic well-being of the public schools. Schoolrooms are usually empty in the after-school and summer hours; renting them to private child-care providers brings in substantial income to the school system. Further, parents need not worry about transportation costs; their children can simply stay at the school where they have been throughout the day.

One excellent source of information about public and private child-care programs for school-aged children is the School-Age Child Care Project. The Project provides information and technical assistance throughout the United States on the design and implementation of school-age child-care programs. Through the Project, one can obtain descriptions of school-based programs that have proved successful in several cities including Arlington, Virginia; Denver, Colorado; and Brookline, Massachusetts.

For information, contact:

School-Age Child Care Project
Center for Research on Women
Wellesley College
828 Washington Street
Wellesley, MA 02181
(617) 235-0320

## *Youth Participation*

That young adolescents need adult supervision and contact in the after-school hours may be taken to mean only that communities must provide additional costly services *for* the age group. While services for the age group are in fact needed, young adolescents are especially different from younger children in that they can also contribute labor and energy to their communities.

Though young adolescents are too young for most paid employment other than traditional activities such as babysitting, gardening, and newspaper delivery, they are nonetheless at an age when they want to have responsibilities, commitments, and feelings of competence and can learn skills to prepare them for the job market. Thus programs that use the volunteer skills of young adolescents can extend community services, save public funds, and provide valuable experience to the age group. Channel One and the Boston Children's Museum's Beige Apron Program are examples of such programs.

Like Channel One and Beige Apron, most youth-participation programs involve young adolescents in working closely with adults, who serve as mentors and counselors to young workers. In contrast to the adult-youth model, however, some notable service projects have been conceived, organized, and run solely by young people. Despite difficulties in finding transportation, funding, and time in addition to school or family responsibilities, young people have achieved such

remarkable successes as the Three O'Clock Lobby and the Children's Peace Committee.

### *The Beige Apron Program*
### *Boston, Massachusetts*

The Beige Apron Program trains young people to assume responsibilities as exhibit guides at the Boston Children's Museum. Some of the participants in the program, identified as youth at risk, have been referred to the program by the court, school counselors, or social service agencies; others have entered the program because of an interest in museum work. All are trained by museum staff and meet weekly with the project director to review their work.

For information contact:

Suzanne LeBlanc, Program Director
Children's Museum
Museum Wharf
300 Congress Street
Boston, MA 02210
(617) 426-6500, ext 220

For additional information about the Beige Apron Program and about other successful youth participation programs, contact:

The National Commission on Resources for Youth, Inc.
366 West 44th Street
New York, NY 10036
(212) 840-2844

### *Channel One*
### *Gloucester, Massachusetts*

Channel One is a step-by-step program that has involved teenagers in several New England communities in improvement projects. Among the many projects completed by Channel One participants are the building of a neighborhood center used by senior citizens, preschoolers, and teenagers; the refurbishing of an empty lot into a mini-park; and the operation of a food co-op.

For information, or to purchase the *Facilitator's Guide to Channel One Programming*, contact:

Channel One Clearinghouse Corporation
Box 8, Lanesville Station
Gloucester, MA 01930

## *The Three O'Clock Lobby*
## *Michigan*

Even the name of the Three O'Clock Lobby portrays its interest in teenagers' after-school time. A statewide advocacy group that was begun in 1976 by a group of high school students, the Lobby worked for five years to organize Michigan youth and help them work on youth-related issues that concerned them. The Lobby addressed such issues as the rights of young people in institutions, the revision of the state's juvenile code, juvenile rights in school and work situations, and the drinking age. Lobby members completed a statewide youth survey, held press conferences, published a newsletter, appeared on local radio and television programs, and testified and lobbied in the state legislature. The Lobby's statewide telephone service encouraged young people to call for information about their legal rights or other concerns.

In the past two years the Lobby has run afoul of the same economic cutbacks that have hurt other youth-service agencies. Survey information and other modified information services are still available, but the Lobby is unable to perform the more expensive activities it undertook in its heyday.

For information, contact:

The Three O'Clock Lobby, Inc.
P.O. Box 431
East Lansing, MI 48824

## *The Children's Peace Committee*
## *Jackson Heights, New York*

The Children's Peace Committee is an activist organization begun and run by young people ranging in age from 10 to 13. Monique Grodzki, the young committee president, explains the program:

I started the Children's Peace Committee in 1979 after watching a T.V. special on the plight of the Cambodian Boat People. I was so deeply touched by what I saw . . . I decided then that to help them I had to do something. I called three of my best friends and told them of my feelings. They gladly accepted my idea of forming a Children's Peace Committee . . . dedicated towards promoting love, peace , and brotherhood throughout the world. We . . . started with a letter-writing campaign. I wrote a letter to Secretary General Kurt Waldheim and requested that all the years to come be years of peace for the children of the world. In war children suffer most—and since so many of us die because of government action, we should have a right in its decision making—we want to be represented in government. I also sent copies of the letter to all of our world leaders. Because of that letter I was invited to be the N.Y. observer and presenter to Mr. Waldheim. Dozens of children from all over the world and I sat and wrote out resolutions on peace and brotherhood that were presented to the U.N. . . . I presented 1500 signatures from children to Mr. Waldheim pledging to work toward a peaceful tomorrow.

We also started to become aware of the world hunger situation . . . We hold various fund-raisers, put on plays, sell cookies, donate our lunch and gift money toward our different causes—all to help people, especially kids, who have less than we. We have 200 members but only 35 are really committed—the others usually support all of our signature campaigns [and] go out and spread our word.

Not only does the committee help others throughout the world but we have also helped one another. We have a tutoring program. If a committee member is weak in one subject—we find someone in the committee to help him out. We have rap sessions—one condition is that we must never discuss what was said at a rap session outside of the committee . . . This makes everyone feel at ease . . . We discuss parents, divorce, death, sex, drugs, crime, abuse, etc.

The Committee is now in the process of writing a book, proceeds of which are to go to the hungry in Somalia. We are interviewing celebrities and politicians on their feelings when they were our ages . . . So far we have interviewed loads of great people, including Glenda Jackson, Marvin Hamlisch and . . . Sen. Jacob Javits. I have found that if a group of kids works hard to reach certain goals together they tend to stick together—we are all family. That is important; also [we have] to have a sense of humor—even in the most adverse conditions, find something to laugh about.

We want the adult world to know that if we kids can get involved and accomplish something positive, then certainly they can also . . . We also want to let other kids

know that if only we could all get together—we could and will make it better.

For information, contact:

Monique Grodzki, President
Children's Peace Committee
34-30 78th Street, Apartment 3-H
Jackson Heights, NY 11372
(212) 476-3251

## *Religious Programming*

As young adolescents become involved in the world around them, many experience an increased interest in religion. When churches or synagogues respond to that interest, a valuable source of energy and commitment is tapped. The following are two examples of types of programming in religious institutions. In the first instance, a church offers opportunities to young adolescents to explore the meaning of religion in their personal lives through programs sponsored by its Youth Ministry. In the second example, a church has made an institutional commitment to provide social services to a neighborhood that no longer includes much of its membership. Both institutions are fostering healthy adolescent development.

### *St. Luke Youth Ministry*
### *Silver Spring, Maryland*

The St. Luke Lutheran Church, in a Washington, D.C., suburb, offers a year-round youth ministry to young adolescents. During the school year the church sponsors Supertuesday, a program that begins immediately after school and lasts until 7:15 P.M. Supertuesday features after-school snacks and recreation, music instruction, religious instruction, a dinner hour and program, and a concluding worship service. In addition to Supertuesday and regularly scheduled Sunday programs, the church sponsors athletic teams (bowling and basketball), cheerleaders, monthly socials, weekend retreats, an Adopt-a-Grandparent ministry, handbell choir, drama ministry, and a variety of service projects.

The St. Luke Job Corps is considered a special way of serving others, especially the elderly, and a means by which young people can learn job skills and earn money. The college-student director of the Job Corps links young people with potential employers from the community, accompanies them to work sites, works with them, and models appropriate behavior. Among the jobs performed by the Job Corps workers are gardening, housework, babysitting, and specialized tasks such as carpentry or electrical and masonry work.

During the summer months, 12- to 14-year-olds are encouraged to participate in Trek, a five-days-a-week, five-week program that includes day trips, mystery excursions, service projects, and camping. The summer program also offers a mid-week session for those who cannot attend Trek, and sponsors residential camping, backpacking, and work camping.

Stuart Smith, a ninth grader in the St. Luke youth program, values both its variety and underlying seriousness:

> St. Luke has a great program for Junior Highs. On things like camp, retreats, all-day trips to the beach or an amusement park, and dances, it's great to get together with friends and meet new people.
>
> Out of all the activities St. Luke offers, I like summer camp, the retreats, and dances because you can forget problems or get away from tension. . . In small group time on retreats and at camp you can speak out honestly about feelings or problems related with the topic for discussion. At Supertuesday, before everyone goes to their catechism class, there is time in the Great Hall to relax, talk, or play ping-pong or air hockey. Also, in the winter and spring a program called Tempo takes us on trips to amusement parks and other places.
>
> I would be disappointed if these programs were stopped, and I'm not alone. Without these things, it's harder to grow and be a good Christian.

For information, contact:

David Shaheen, Associate Pastor
St. Luke Lutheran Church
Colesville Road and Dale Drive
Silver Spring, MD 20910
(301) 588-0818

## *Immanuel Lutheran Church*
## *Jamestown, New York*

The Joint Neighborhood Project, Inc., sponsored by Immanuel Lutheran Church, is a youth program that seeks to meet a variety of pressing needs in a low-income neighborhood of Jamestown, New York. Police statistics show that the neighborhood has one of the highest rates in the city for police contacts with juveniles; the elementary school has the lowest math and reading scores and the lowest attendance rates. The area is also the most transient neighborhood in Jamestown.

Immanuel Lutheran Church was built by the Swedish settlers who once populated the neighborhood. Though members of the church have moved over the years to other parts of the city, they continue to feel that the Project is their mission to the community. The Project's extensive community services have evolved gradually over a number of years, out of needs identified by the neighbors who receive services.

The after-school and summer day camp program is an important feature of the Joint Neighborhood Project. Among the services available to young people from age 3 to 17 are games, a playground/park, team sports, gardening clubs, cooking classes, arts and crafts, group and individual counseling, and civic projects. The Project also provides access to larger programs, such as the YMCA, YWCA, or Scouts.

According to its 1980 annual report, the intent of the Project's work with young people is "to provide some sense of friendship and guidance through contact with concerned adults. A strong effort is made to bolster self-esteem, identify strength and interest, and foster initiative and responsibility among the youth." The Project encourages children to share actively in planning their activities and supports this with a pledge to "reward this initiative by providing them with whatever materials and guidance [are] necessary to develop this interest."

Young adolescents who participate in the Project are currently involved in building a park to beautify the area. The church bought the lot from the city, and neighborhood teenagers are constructing play equipment

on the land. "One benefit of the young people's doing the work themselves is their extraordinary pride in it," says Joint Neighborhood Project Director Jean Anderson. "They are supervising the younger children as they play, and you can hear the teenagers saying to the younger kids, 'You take good care of that now. I built it.' " She adds, "There is little vandalism at our church. We don't spend a lot of money for protection. We put our dollars into services for the neighborhood."

The church contributes the use of the building, the utilities, playground, salary of the director, and special offerings to the Project. No formal religious instruction is given to those who are recipients of Project services; the Project staff feel that the work of the Project is in itself a statement of the appropriate commitment of a religious institution to its community.

For information, contact:

Jean Anderson, Director
Joint Neighborhood Project
Immanuel Lutheran Church
556 East Second Street
Jamestown, NY 14701
(716) 664-7101

## *Comprehensive Services*

Many successful youth-service agencies and institutions offer greater diversity by combining several types of after-school programming under one institutional umbrella. For example, a settlement house, Girls Club, or community school may provide child care, academic and cultural enrichment, and recreation all in the same agency. The Tacoma, Washington, Youth Division; the Girls Club of Rapid City, South Dakota; and the Boys Clubs of Omaha, Nebraska, are all examples of comprehensive programs. The Tacoma Youth Division, a municipal program, offers youth participation, academic and cultural enrichment, and recreation in its community schools and peer counseling programs. The Girls Club and the Boys Clubs offer a similarly broad range of services and activities in independent civic programs.

## *Youth Division, Department of Human Development Tacoma, Washington*

Tacoma's Youth Division represents an entire community's response to all its young people. A pamphlet published by the Department of Human Development announces this commitment explicitly:

> One third of the city's population is composed of children. An increased number of single parents have joined the work force in Tacoma, thus creating a steady rise in the number of working parents who are in need of care for their children either full- or part-time. There has been a simultaneous shift in responsibility for human needs from the federal level back to the local level.
>
> Tacoma is one of the few cities in the nation which addresses itself to all of its citizens, and especially the children.

The Youth Division's goal is to identify the unmet needs of Tacoma's youth and create opportunities and services to meet those needs. In the first six months of 1981 the Division's 9 staff members and 45 volunteers administered programs serving 5,048 children, aged 4 to 17. Among the programs it has developed and supervised are peer group counseling classes that are part of the junior high school curriculum. In these classes, young adolescents learn decision-making, communication, and problem-solving skills. They also learn about community agencies that can offer assistance. This combination of personal skills and resource knowledge equips peer counselors with the ability to help themselves and their fellow students.

The Youth Division's commitment to healthy development—to fostering healthy growth, rather than bandaging crises—has given rise to a comprehensive program that offers a variety of services and opportunities for Tacoma's youngsters. In addition to the peer counseling program, Tacoma has an active community schools component. Operating in seven areas of the city, community schools offer recreation, education, and social events four nights a week from 3:30 to 9:00 P.M. and at varying daytime hours in the summer months. Activities range from cooking and basketball to nature hikes, sewing, soccer, and jazz dancing. Four of the

programs meet in local junior high schools. All the community schools have citizen advisory councils that survey the needs of the neighborhood and help plan programs and policy. Young people have the opportunity to become members of these councils.

The Youth Division's 1981 program description lists its objectives:

> Through the development and operation of community-based projects, direct service programming, and youth information resources, the Youth Division attempts to promote positive youth/community development in several ways: by providing youth with opportunities which develop competency, usefulness and a sense of belonging through recreation and service projects; through peer group counseling and social skills development which build youth ownership, responsibility and self-discipline; by involving the community in the selection and implementation of agency objectives; by providing community education, training, and technical assistance; and through participation in the coordination of statewide youth planning.

For information, contact:

John Briehl, Manager
Youth Division, Department of Human Development
740 St. Helens Avenue, 8th Floor
Tacoma, WA 98402
(206) 593-4850

### *The Girls Club of Rapid City South Dakota*

The Girls Club of Rapid City, South Dakota, offers opportunities for academic enrichment, creative expression, sports and recreation, community service, counseling, and child care to 1,200 girls aged 5 to 17. The Club is an integral part of the social services provided by the community. With Title XX funding, the Club has instituted a separate day care program that makes use of its building throughout the working day. The Club also has been designated to provide sexual abuse therapy to girls in Rapid City. Family therapy, crisis intervention, and temporary shelter are also arranged by the Club for runaway youth and families involved with the court system. In addition the Club is a work restitution site for adults

and delinquents who have been assigned by the court to compensate for criminal acts.

Some of the life skills emphasized in group activities are decision making, communication, values clarification, and problem solving. Members help other members through junior volunteering, peer counseling, and teaching classes at the Club. Sports activities at the Club—all noncompetitive—include basketball, soccer, track, jogging, softball, calisthenics, gymnastics, and swimming. The Club's library offers a tutorial program for junior high, high school, and elementary school students.

The Club is open weekday afternoons and evenings; in summer and on Saturdays, all day. With the aid of state nutrition grants, summer lunches and school-year dinners are provided at no extra cost to the girls beyond their $12 annual membership fee. The separate day-care program for children aged 2 to 14 is open from 6:30 A.M. to 6:00 P.M. daily. Modest fees are charged for the day-care services.

The Girls Club describes its philosophy as follows:

> Girls Club of Rapid City views the concerns and the behavior of girls and young women in relationship to 1) the social and cultural conditions of our time, and 2) the developmental phases of childhood and adolescence.
>
> Today's girls face a future where they will be more active economically and politically than any other group of women in our history. They will choose from among a broader range of careers and lifestyles.
>
> To be able to choose successfully from the vast range of options and to recognize and seize new opportunities, girls must fully recognize what it means to be a woman in today's society.
>
> Today's girls need self-esteem and confidence. They must learn to make decisions and develop control over their lives; they must know role models. They need to experience success . . .
>
> The purpose of the Girls Club of Rapid City is "to enable girls to develop to their fullest potential as individuals and in their relationships with others."

For information, contact:

Barb Fierro, Executive Director
Girls Club of Rapid City
Box 1572
Rapid City, SD 57709
(605) 342-4195

*Lefstein*

*Camp Chi Jewish Community Center, Chicago*

***Boys Clubs of Omaha, Inc.***
***Omaha, Nebraska***

The three Boys Clubs of Omaha serve 3,500 young people, primarily boys ranging in age from 8 to 18, in a comprehensive after-school, evening, weekend, and summer program. Designed to meet a wide range of interests and needs, the Clubs have eight different components: the Individual Services Program, meeting the special needs of boys for counseling, advocacy, or referral to other agencies; the Citizen and Leadership Program, offering group work programs and community service projects; the Cultural Program, providing cultural enrichment and education; the Social-Recreation Program, giving opportunities for boys to learn games and participate in tournaments and organized social activities; the Physical Education and Outdoor Programs, offering various forms of physical activities and sports; the Health Care Program, featuring screening, medical examinations, and health education; and

the Personal Necessities Program, providing meals and clothing to needy youngsters.

The Boys Clubs of Omaha emphasize recreation, academic enrichment, sports, and youth involvement in community service, all of which are geared toward teaching participants life skills. According to Assistant Executive Director Thomas O. Davis, the boys learn communication skills, values, survival skills, social graces, recreational activities, and sexuality information in the Boys Clubs. In addition, they learn to help others through volunteer experiences like working with senior citizens, helping younger boys, or assisting in community service programs.

For information, contact:

William R. Hinckley, Executive Director
Boys Clubs of Omaha, Inc.
2209 North 20th Street
Omaha, NE 68110
(402) 342-1600

## *Conclusion*

Carol Frank and Elliott A. Medrich have discussed elsewhere in these pages the manner in which after-school services are affected by diminished public funds. Despite funding cutbacks, perhaps even because of them, improved after-school programs for young adolescents can be designed and implemented. A recently published pamphlet from the Office of Juvenile Justice and Delinquency Prevention challenges community leaders:

> You can provide services for youth virtually free of costs. The resources are right in front of you.
>
> Service/community organizations, business people, lawmakers, volunteers, schools, parents, police, and others have something to offer youth. They have the expertise, staff, and existing resources that can be directed toward the needs of youth.
>
> Instead of focusing on just the kids and devising ways to make them fit, look at the community to see if it can better serve your youth. Don't try to reshape youth but examine the local resources for new approaches.

Those who care about helping young adolescents become healthy, productive adults must accept this directive to find "new approaches." Perhaps the solution

to young adolescents' after-school needs lies in more community youth participation projects; perhaps the money that teenage volunteers save their communities could help to pay for other after-school activities for the age group.

Ignoring the void in after-school services for young adolescents will not make the problem disappear. Now is the time to examine community departments and institutions, public and private, to determine what services are lacking and where resources overlap. With a recognition of what young adolescents need, and with the will to make creative changes, after-school programs for young adolescents can survive and thrive even in times of economic austerity.

## Notes

[1]U.S. Bureau of Census, *American Families and Living Arrangements*, Current Population Reports, Special Studies Series P23, #104 (Washington, D.C.: GPO, 1980).

[2]Eric Sheidlower, unpublished paper, n.d.

# An Annotated Bibliography

*Eleanor K. Pourron, Sue Rosenzweig, David S. Sheaves, and Sue Uebelacker*

Allen, Patricia. *Youthbook: Models and Resources for Neighborhood Use*. New York: Citizens Committee for New York City, 1980.

This book describes programs for youth in the New York City area. There is also a substantial resources/bibliography section.

Chaback, Elaine, and Pat Fortunato. *The Official Kids' Survival Kit: How to Do Things on Your Own*. Boston: Little, Brown, 1981.

Intended for young people when they are at home alone, this book gives practical advice on a wide range of topics, from coping with everyday situations to handling accidents and common medical emergencies. There is even space provided for parents to add special instructions. Arranged alphabetically, the topics covered include arguments, blenders/food processors, electrical problems, doctor/dentist visits, homework, lost keys, sexual advances, and worrying.

Cohen, Donald J., Ronald K. Parker, Malcolm S. Host, and Catherine Richards, eds. *Day Care 4 Serving School Age Children*. Washington, D.C.: GPO, 1971.

This 70-page publication is packed with information, from the definition of school-age day care, to an extensive bibliography of books and other information sources. Included also are four sample day-care programs.

The editors conclude that not much is known about school-age day care. But day care must aim at meeting each young person's developmental needs and should

strengthen, support, and supplement the family, school, and other institutions.

*A Concerned Citizen's Guide to Community School Centers*. New York: Educational Facilities Labs, 1978.

The use of public schools as community centers to provide a variety of services is examined, with emphasis on interagency cooperation and community involvement. Information is presented in a question-and-answer format and covers shared space, financing, governance, and planning health, recreation, day care, after-school care, counseling, job placement, and training services.

*Facilitator's Guide to Channel One Programming*. Gloucester, Mass.: Channel One Clearinghouse, 1981.

This step-by-step manual is designed to help communities "channel available energies and resources into getting a job done, for and by youth and the total community. Channel One youth projects have included the establishment and management of a food co-op for needy citizens; the restoration and supervision of an abandoned pool for community use; and the building of a fitness and jogging track. Nearly all Channel One youth projects include adult guidance and participation.

Galinsky, Ellen, and William H. Hooks. *The New Extended Family Day Care That Works*. Boston: Houghton Mifflin, 1977.

The bulk of this book is devoted to specific day-care programs throughout the country, a few of which include programs for children through the ages 12–14. The main premise is that with good child care, children remain individuals and families remain intact. There is also an overview of day care, presenting a set of basic, open-ended questions for parents and care givers. A short bibliography and detailed index are included.

Genser, Andrea, and Clifford Baden, eds. *School-Age Child Care: Programs and Issues*. Urbana, Ill.: ERIC Clearinghouse on Elementary and Early Childhood Education, 1980.

This book is a collection of papers from a 1979 conference on school-age child care. Issues discussed include

starting a program, staff development, the key ingredients of effective programs, budgeting, and parental involvement. Exemplary programs are also described.

Girls Clubs of America, Inc. *Today's Girls, Tomorrow's Women: A National Seminar*. Rev. ed. New York: Girls Clubs of America, 1980.

The issues and problems related to adolescent girls in a time of changing roles for women are examined in this substantial report on a national seminar. The book also includes a resource list/bibliography on adolescent girls.

Hendon, Kay, John Grace, Diane Adams, and Aurelia Strups. *The After Schoool Day Care Handbook: How to Start an After School Program for School-Age Children*. Madison, Wis.: Community Coordinated Child Care, 1977.

This handbook describes the development of after-school day-care programs in Wisconsin as a model for those interested in starting programs in their own communities.

Medrich, Elliott, A., Judith A. Roizen, Victor Rubin, and Stuart Buckley. *The Serious Business of Growing Up: A Study of Children's Lives Outside of School*. Los Angeles: University of California Press, 1982.

The authors describe the results of their Children's Time Study, a project designed to investigate the importance of after-school and summer municipal services to children and their families. The 764 11- and 12-year-old children interviewed were asked both closed and open-ended questions about how they spent their after-school hours (e.g. activities done alone or with friends, parents, or siblings; chores and work roles outside the home; television viewing behavior; and involvement in organized after-school activities). The children's parents were asked for information on family demography, their goals for their children's social development, and family child-rearing practices.

O'Brien, Bernard, and Mel Lewis. "A Community Adolescent Self-Help Center." *Personnel and Guidance Journal*, 54 (1975), 213-216.

This article describes a self-help center for adolescents located in Boston and the services it provides youth in counseling, workshops, fund-raising projects, and other activities.

*Rural Programs*. Washington, D.C.: Arthur D. Little, 1979.

The specific problems small towns and rural communities face in meeting the needs of troubled or delinquent youth are addressed in this project report. Nine exemplary programs, illustrating the delivery of a variety of recreational and educational services, are described. Included are brief descriptions of the community, the youth served, and the services provided, ranging from a foster home program to a drop-in center and an alternative school.

Schine, Joan, Barbara Shoup, and Diane Harrington. *New Roles for Early Adolescents in Schools and Communities*. New York: National Commission on Resources for Youth, 1981.

This booklet advocates expanding opportunities for young adolescents to actively participate in society. Included are a background paper on youth participation and the young adolescent, case studies of different youth participation programs, and guidelines for implementing a program.

*School Age NOTES*. P.O. Box 120674, Nashville, Tenn., 37212.

Designed for people who administer or work in school-age child-care programs, this bimonthly newsletter gives many practical hints for planning creative activities, coping with children's special needs, fund-raising, and other timely topics. Subscriptions are $10.00 a year for six issues.

U.S. Department of Health and Human Services. *Parent's Checklist for Day Care*. (PDHHS Pub. No. OHDS 18-30270.) Washington, D.C.: GPO, 1981.

This handy little pamphlet gives brief, concise information on what is center-based care and in-home

family care. In addition, it gives parents checklists, divided by age group, on what to look for in good day care.

*The Use of Public Schools for School-Age Child Care* and *Selected Bibliography on Day Care for the School-Age Child*. Wellesley, Mass.: School-Age Child Care Project, Wellesley College Center for Research on Women, n.d.

The School-Age Child Care Project is devoted to developing programs that provide care for the school-age child when school is not in session. Project staff offer technical assistance in developing and organizing a program, including budget design and funding resources. The titles listed above are two of the resources published by the Project.

Wendell, Hylton V. *Career Education: The Role of School-Related Youth Groups and Voluntary Organizations*. Information Series 108. Columbus: Ohio State Univ., 1977.

The relationship of youth groups and voluntary organizations to career education is examined, and areas that need youth or volunteer participation are identified. School groups actively involved in career preparation that are discussed include Distributive Education Clubs of America, Future Homemakers of America, and Future Farmers of America. An overview is presented of the impact on career education of these volunteer organizations: Girls Clubs of America, Boy Scouts of America, Girl Scouts of America, 4-H Clubs, Junior Achievement, YMCA, and the American National Red Cross.

*Eleanor K. Pourron and Sue Uebelacker are members of the Research Committee of the Young Adult Services Division of the American Library Association. Pourron is the coordinator of Adult/Young Adult Services for the Arlington (Virginia) County libraries. Sue Uebelacker is a librarian in the Prince George's (Maryland) County library system.*

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